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The Trail of Education in Two Cities: Omaha and Manila

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THE TRAIL OF EDUCATION IN TWO CITIES:
OMAHA AND MANILA

by

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December 1985



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Natividad T. Nacianceno
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INTRODUCTION

Never, perhaps, in the history of local communities has the educational system been recognized openly as being interwoven with the community as it is now. In individuals' aspiration, for better lives and as a primary component of the equation of education and community, education is viewed as an avenue of promise. There can be no doubt of its universal acceptance as the key to the most fervently desired goals, security for the future and an understanding of self and others.

A multiplicity of social and scientific knowledge has emerged in the 20th century, and the enormous strides that are now taking place in technology truly stagger the imagination. As individuals find themselves on the threshold of progress and development, they are, more often than not, confronted with bigger challenges and demands in situations which their finite minds can scarcely conceive. These and many other issues serve only to accentuate and emphasize the imperatives of the challenges that face educational institutions.

Education, therefore, where the true foundation of growth and progress lies, is the most valuable repository of hope, not just for the Philippines and other developing nations but also for developed nations. Developed nations have the resources to cooperate with developing nations and to help them in their struggle to achieve national development.

From a seemingly utopian vision, education embodies the deepest aspirations of a nation for its survival, for the creation of contented societies, and for development. More often than not, education has been confused with schooling. Schooling usually refers to a model of education based upon a defined power relationship between the teacher and the student, where the teacher is asked to care for the young; to facilitate acquisition of knowledge; to develop attitudes and skills; and to transmit the priceless heritage of the nation's social, moral, spiritual, and cultural values.

Through government control, schooling has been institutionalized; hence, the concepts of obligatory attendance and certification requirements arose. This system, which is envisioned to provide equal opportunities for all to improve their well-being, has in no small measure caused certain inequities of opportunity because it discriminates against the uncertified.

To others, education assumes a broader perspective. Education is viewed as a learning process that occurs throughout life. The process, from this point of view, therefore, is not limited to learning within the walls of a classroom. Education can take place anywhere and everywhere within the individual's environment--the home, the community, the church, the school, or at work and at play--at anytime in life.

Ironically, it is becoming evident that school systems in most parts of the world, as they exist now, can never hope to provide universal enrollment at all levels, particularly certification for high school diplomas and college degrees.

It may seem unbelievable, yet it takes only basic numerical skills to determine that when population projections, rising costs, availability of resources for investments in education, and other factors are considered, it would no longer be possible to extend the benefits of formal education at all levels to the burgeoning population of future decades.

The history of education in each country provides a clear view of the developments, changes, and innovations that brought the nation where it is today. Efforts to change have been motivated by an awareness of future problems, such as increasing populations, rising costs, availability of resources, and increasing social demands for education. These are all issues that are relevant to the needs of any nation and its people.

Other demands which many educational systems must address include: (1) social and personal needs, such as the health and well-being of individuals and maintaining the individuals' self-confidence and self-respect; (2) economic and technological needs, such as developing individuals' skills for maximum efficiency and productivity; and (3) civic and political needs by developing individuals' awareness and concern for law, government, and effective participation in the nation's political process. All these demands merit the concern and consideration of government officials, educational planners, administrators, educators, community leaders, and others who are committed to national interests and the welfare and well-being of people.

There is no doubt that gigantic developments have taken place in the field of education during the past decade and that the rate of development has increased tremendously; hopefully, this pattern will continue. Toward this end, well-funded research studies on various aspects of education have been carried out and are being conducted in many research centers, institutions, and universities around the world. Among the major funding and sponsoring agencies that have included instructional technology in their agenda are the United States Information Agency (USIA), the United States Agency for International Development (USAID), the United Nations Educational Scientific and Cultural Organization (UNESCO), the United Nations Development Program (UNDP), and the World Bank (WB).

Many countries have instituted national educational technology systems, and specialized journals and literature in instructional technology have emerged in all major languages. In many parts of the world, new blends of formal and nonformal education have been adapted to allow individuals to develop practical skills through a combination of work and formal instruction in academic subjects. The concept of community education has emerged, and individuals of all ages and interests are provided equal opportunities in the areas of vocational, academic, avocational, recreational, and social education. Community schools are used as the catalysts for matching community needs with community facilities and programs.

Developed and developing countries have established educational goals, policies, and programs that are designed to meet their specific needs and interests. While the goals of educational systems may not vary significantly among countries, it would be interesting to look at the structures and processes that various educational systems use to attain their objectives.

Omaha, Nebraska, and Manila are typical of expanding, growth-oriented urban cities in the United States and the Philippines. As such, the education of their growing populations has been a fundamental concern of the public and private sectors in both cities. Therefore, we examined the educational systems of these cities, as part of the USIA funded Omaha-Manila Applied Projects Program. This report addresses issues such as structure, operation, service, and status.

Demographic Orientation

The city of Omaha, the first capital of the Nebraska territory and the only metropolitan class city in Nebraska, is located near the geographic center of the United States. It lies on the rolling hills that separate the low and high plains west of the Missouri River.

Omaha. Located in the heart of the nation's most productive agricultural area, Omaha is one of the three largest livestock markets in the world and one of the country's largest producers of frozen foods. Because its agribusiness is now important internationally, Omaha has a broad industrial base that contributes to the city's prosperity. Over the years, Omaha has grown and diversified, and it is no longer dependent upon one industry. Among the activities which contribute to the city's diversification are the insurance, railroad, and telecommunications industries.

Government, manufacturing, trade, and services are the four broad employment sectors upon which the metropolitan economy is based. Printing and publishing, food production, machinery, and metals lead the 57 activities in manufacturing; approximately 600 manufacturers operate in Omaha. The first meat-packing plant opened in Omaha in 1871, and the city became the largest livestock market and meat-packing center in the world. Currently, Omaha's four largest industrial companies are Western Electric, (now AT&T), Sperry Vickers, Campbell Soup, and Kellogg. Businesses and residents are served by 36 financial institutions, and about 2,500 retail stores operate in Omaha.

Omaha contains 20 percent of Nebraska's population and the Standard Metropolitan Statistical Area (SMSA)¹ includes 36 percent of the state's population. According to the 1980 census, the city of Omaha had a population of 312,929 and the Omaha SMSA had about 566,128. Because of decentralization, the population of the city declined from 1970 to 1980, but the population of the Omaha SMSA increased at the rate of 4.3 percent during the decade. Immigration has been estimated at 1 percent per year.

Saint Cecilia's Cathedral in Omaha is recognized as one of the ten largest cathedrals in the United States. The city's civic pride is seen in the excellence of its cultural institutions. It has seven outstanding museums which include: (1) the Great Plains Black Museum, which has the most complete exhibit of black history west of the Mississippi River; (2) the Joslyn Art

¹A SMSA, as defined by the U.S. Office of Management and Budget, comprises one or more counties around a central city or urbanized area with 50,000 or more inhabitants. Contiguous counties are included if they have close social and economic links with the area's population nucleus.

Museum, a Georgian pink-marble museum which houses magnificent collections of art, ancient through modern, including art of the Western Frontier; (3) the Kalberer Museum, where collections of silver and weapons from the 14th to the 20th centuries are found; (4) the Omaha Children's Museum where hands-on adventure in learning and doing are provided for children and adults; (5) the Strategic Air Command Museum, which shows the history of the Strategic Air Command in exciting exhibits of aircraft and missiles; (6) the Union Pacific Historical Museum, which features one of the most extensive collections of Abraham Lincoln memorabilia and historical railroad artifacts; and (7) the Valley Historical Museum, which features historical clothing and war and railroad mementos. Community theaters and playhouses offer a variety of cultural presentations, including comedies, musicals, and ballets. Top Broadway productions, world-renown artists, and contemporary artists provide year-round entertainment.

A variety of educational opportunities are offered by institutions of higher education in Omaha. Elementary and secondary education are provided by public, private, and parochial schools. The University of Nebraska has two campuses in Omaha--the University of Nebraska at Omaha (UNO) and the University of Nebraska Medical Center (UNMC). Creighton University, a Catholic university, is also located in Omaha.

The College of Saint Mary, established originally as an independent women's college, offers 2-year post-secondary programs leading to associate degrees and 4-year degree programs. It started as the only single-sex institution of higher education in Nebraska, but men are now admitted in some programs. The Metropolitan Technical Community College, the Omaha Opportunities Industrialization Center, and other trade, technical, business, and secretarial schools offer short-term vocational and paraprofessional programs.

Three major public school systems provide elementary and secondary education in Omaha--the Omaha Public School System (OPS), Westside Community or District 66 Public School System, and Millard Public School System. Each district is headed by a superintendent, and each has a governing board that is elected by voters within its district. A Board of Education for each public school district has the power to set tax rates to support programs.

The Omaha Public School District is the largest school district in the state. The system serves over 50 percent of the minority students within the state and approximately 16 percent of the state's public school students. The school district covers 146 square miles and includes 65 elementary schools, 13 junior high schools, 8 senior high schools, 3 study centers, and 2 other centers.

The Westside Community Public School District or District 66 covers 12 square miles in west and southwest Omaha. Almost 33,000 people live within the district, and about 5,300 students are enrolled in 10 elementary, 3 junior high, and 1 senior high schools. The district also has an alternative school and four early childhood learning centers.

The Millard Public School District covers 35 square miles in southwest Omaha. The district operates 16 elementary schools, 2 junior high schools, and 2 senior high schools. A new middle school is expected to open in the

fall of 1986. The school district's enrollment of 13,850 in May 1985, makes it the third largest public school district in the state.

Five sectarian and nonsectarian private school systems also serve the city. Catholic schools, headed by the Archbishop and the Director of Education, account for most of the sectarian schools. The superintendent has jurisdiction over elementary and secondary schools in the archdiocese. Each school system has a Board of Education, which is advisory.

Catholic education is a plus for Omaha. In the Omaha metropolitan area, 37 elementary schools and 14 secondary schools operate under the archdiocese. Two of the elementary schools are not associated with parishes. Approximately 10,000 students are enrolled in the elementary schools (preschool through 8th grade), and about 4,475 students are enrolled in secondary schools (9th through 12th grade). Catholic schools are not under the jurisdiction of public school boards, and they are not publicly supported.

The City of Little Men or Boys Town is a popular American travel site. It provides more than a home to more than 400 troubled youths annually. Some of the major attractions at Boys Town include: the Father Flanagan Museum, which was Father Flanagan's (the founder's) first home at Boys Town; the Philamatic Center, one of the world's largest hobby museums which houses the Oscar Spencer Tracy donated to Boys Town after he won an Academy Award for his portrayal of Father Flanagan in the 1933 film classic, Boys Town; the Music Hall, where the world-famous Boys Town Choir prepares for its annual U.S. concert tour; Nativity and Dowd Chapels, where Boys Town youth attend religious services; the Dairy and Horse Farms, where the boys learn about agriculture and related careers; the Boys Town High School; Wagner Middle School; and the Vocational Career Center. According to outside evaluators, Boys Town has one of the world's most comprehensive, privately supported, youth-care and treatment facilities.

Manila. The city of Manila, which is the capital of the Philippines, is on the island of Luzon, the largest island in the Philippine Archipelago. Manila lies midway between Tokyo, Japan, and Jakarta, Indonesia. Most of its western rim, along the shores of Manila Bay, is encrusted with vast urban piers for international and interisland ships, thoroughfares, and skyscrapers. Manila's port area accommodates three-fourths of the country's foreign trade and the bulk of the domestic inland trade and travel.

Manila is ten times larger than Cebu, the second largest business city in the country. It is a classic Asian city, alternately blessed and cursed by a strong Asian foundation and superficial westernization. The government and private national institutions are based in Manila. Thus, it is a prime population center, particularly for job seekers, because it is also the center of education, industry, transportation, commerce and finance, recreation, and almost all intellectual and cultural activities.

Manila is one of the four cities in metropolitan Manila, which is also known as the national capital region and includes thirteen municipalities. The city of Manila has a land area of 3,855 hectares or 38.56 square kilometers. Metropolitan Manila's population is approximately 7.5 million; Manila accounts for about 1.8 million, and the city has a daytime population of about 2.5 million. In addition to Manila's resident and daytime

population, migrants swarm into the city seeking job opportunities or higher education.

Manila's inner city, along the Pasig River, has a very young population. Most of the residents are 20-24 years old. In 1981-82, the number of elementary school children, 7-12 years old, in the private and public schools was 218,253, and the secondary school population, children who are 13-16 years old, was 128,625.²

In the Metropolitan Manila area, the city of Manila has the most markets. There are about 70 markets, 17 supermarkets, 14 public markets, 20 private markets, and 19 small wet markets known as talipapa. Resthouses and eateries also abound in the city. Manila is home to 81 hotels, 230 motels, and about 12,721 restaurants, refreshment parlors, and other eateries.

Manila is blessed with an abundance of educational opportunities. The Philippine Constitutional Mandate states that "all educational institutions shall be under the supervision of and subject to regulation by the state." Therefore, all public and private educational institutions operate under state regulations for all courses from kindergarten to college, including graduate studies. The Ministry of Education, Culture and Sports (MECS) is the government's regulatory agency on education. The United States has no comparable counterpart for the MECS.

About 100 state and private colleges and universities operate in Metropolitan Manila offering a variety of post-secondary courses which range from academic to technical and vocational degree and nondegree programs. Manila has 4 sectarian and 11 nonsectarian universities and 11 sectarian and 35 nonsectarian colleges, or 61 colleges and universities within the city.

Among the state colleges and universities in Metropolitan Manila which benefit from national funding are the University of the Philippines System, Philippine Normal College, Technological University of the Philippines, Polytechnic University of the Philippines, Eulogio Amang Rodriques Institute of Science and Technology, and the University of Life. The Pamantasan ng Lungsod ng Maynila (University of the City of Manila) is the only public university which is subsidized directly by Manila's city government. Students pay minimum tuition and miscellaneous fees at all of these colleges and universities.

The Pamantasan ng Lungsod ng Maynila (University of the City of Manila) is a public, nonsectarian, nonprofit institution of higher education. It is the first municipal university in the country dedicated to the advancement of knowledge, to the people of the city of Manila in particular, and to the people of the Philippines in general.

Tertiary education in Manila, as in all other parts of the country, is not the sole responsibility of state colleges and universities. State colleges and universities cannot accommodate all of the students seeking post-secondary education. It is at this stage that the private sectarian and nonsectarian

²Data file, Division of City Schools, Manila.

colleges and universities perform their most significant role in the country's educational system. In fact, 85 percent of students are enrolled in private colleges and universities.

Elementary and secondary education in the city of Manila is under the educational leadership of the Division of City Schools. The division is headed by one superintendent and two assistant superintendents for elementary schools and two assistant superintendents for secondary schools. The division is composed of 80 public and 39 private elementary schools and 30 public and 30 private secondary schools. Schools in Manila's Boys Town, which is located in a suburban area, are also under the jurisdiction of the Division of City Schools. Unlike Boys Town, U.S.A., Boys Town, Manila, is government operated.

The Division of City Schools is divided into supervisory districts where supervisors are assigned for each grade level and for various subject areas. Each school is headed by a principal and assistant principals; the number varies with the size of the school.

Recently, the number of teaching and nonteaching personnel in the Division of City Schools, Manila, (public schools only) was distributed as follows:

<u>Position</u>	<u>Elementary schools</u>	<u>Secondary schools</u>	<u>Total</u>
Supervisors	95	51	146
Principals	77	28	105
Assistant principals	133	47	180
Department heads	--	233	233
Teachers (including master teachers)	7,146	5,138	12,284
Subtotal	7,451	5,497	12,948
Nonteaching	645	335	980
Total	8,096	5,832	13,928

The number in each category may vary because of retirements, resignations, transfers, the addition of extension classes, or for other reasons. However, specific positions for various types of personnel are maintained, and they may be increased or reduced.

EDUCATION IN RETROSPECT

Spurred by a desire to untangle present quandaries and the need to face realistically the problems of today, it is important for us to look at the past because some of our most urgent and controversial problems are embedded firmly in the past.

Historical Influences on American Education

When the western hemisphere was the scene of commercial and military rivalries of the great European empires for about three centuries, Spain held most of South America and laid claim to much of North America after 100 years of conquest. England and France, however, challenged Spain's supremacy, and, after a long duel for control of the eastern half of North America, England emerged as victor in the Treaty of Paris in 1763.

The colonial history of the United States, from its founding to its independence, was dominated by the relationship with England. The American colonists inherited and adapted the institutions and ideas they brought from England. The gradual growth of institutional forms of government that reduced arbitrary royal power and achieved a representative form of government and civil liberties for Englishmen were of great and enduring importance. The tradition of liberty transferred to Americans as they turned against Parliament and the crown. Hence, the political foundations of American history reflected representative forms of government based on a growing tradition of liberty rather than upon the feudal or military aristocracy. Such colonial culture was important for the development of education and formed the new role of education in society.

The character of American education and culture is founded in the colonial period and is derived largely from northern European sources, particularly from the British. This simply means that English institutions and ideas became the dominant pattern of life and thought along the eastern coast of America from Maine to Georgia although it does not discount the contributions of other European peoples.

The political framework that developed in the colonial period was extremely important for education and provided the basic foundations for state control of education. Even as education was in the hands of private or religious agencies, it was a function of political sovereignty during the colonial period. It was a grant of power by the political sovereign whether king, proprietor, or colonial legislature. Even as the colonies became independent states, similar prerogatives in law were assumed, regardless of how much or how little freedom was given to groups providing education. Without this fundamental tradition of political and state authority it would have been extremely difficult to extend public control over education or to establish the public system of education which has become an important feature of American life.

Two other cultural developments of the colonial period were of prime importance to education in the United States. One was the political authority to legislate on religious matters and on religious education because of the inherited alliance between church and state. Changes in this pattern during the colonial and revolutionary periods brought about significant changes and

developments that led to the separation of church and state. The other was the development of economic-class relationships which created serious problems and conflicts within the colonies, thereby influencing the kind of schooling and educational opportunities that developed during the colonial period.³

Policies of public and state responsibility for education were gradually established through legislative acts. After the turn of the eighteenth century, religious and national rivalries forced a retreat from public responsibility and prompted the granting of rights to religious and private groups to provide education.

Elementary education during the colonial period was a relatively simple matter. It included reading and writing of the vernacular, arithmetic, and the rudiments of religious faith, with some attempt at shaping manners and morals. In the eighteenth century, as elementary schools became more numerous and more formal, the quantity and quality of teaching began to improve.⁴

The American colonists knew that secondary education was education in the classical languages of Latin and Greek. Since the humanistic revival of the Renaissance in the fifteenth and sixteenth centuries, an educated individual had to study Latin and Greek to study at a university to become a leader in the church or state. Thus, originally secondary education in America was a Latin schooling modeled after the classical schools of Europe, especially England. A new type of secondary education, devoted to a much broader curriculum that emphasized mathematics, science, and modern languages, emerged to challenge the Latin grammar schools.

Colleges which were established in America naturally followed the patterns of higher education in the founders' homeland. Harvard University, founded in 1636, and William and Mary College, founded in 1693, were patterned after the English and Scottish universities, and the prevailing influence was that of Oxford and Cambridge. Education was conceived as a fixed and known quantity prescribed for all students, with no choice or selection. The interests of the students were not considered in developing the curricula and the activities largely concentrated on language and books. This training was considered essential for anyone preparing to be a learned minister, a competent scholar, or a well-rounded gentleman, for college education was originally designed exclusively for boys.

The Medieval and Renaissance approaches to education gradually began to change in the late seventeenth century. Education started conforming with the new intellectual currents of thought which were developing during the period of enlightenment. Liberal education was put into operation, the usual classical and rhetorical studies were taught, and emphasis was placed upon three schools of philosophy. One school, instrumental philosophy, referred to the practical application of mathematics. A second school, moral philosophy, included ethics, history, law and government, and trade and commerce. A third

³R. Freeman Butts and Laurence A. Cremin. A History of Education in American Culture. New York: Henry Holt and Company, 1959, 5-6.

⁴Op. cit., 119.

school, which included physics and other physical sciences, was known as natural philosophy.

The eighteenth century, the age of enlightenment, made great strides in freeing philosophy. This period has been referred to alternatively as the queen of the sciences and the handmaiden of theology because during this time supernatural interests were separated from theology and religion. American social thought of the period was based upon the gradual advance of democratic ideals and separation from the rugged defenses of aristocracy. The people seemed to find the tide of democracy running ever more strongly in their direction, and public education took advantage of this tide by providing common schools for all people. By the end of the eighteenth century, the keynote of society was the ideal of a free individual who possessed natural rights that were guaranteed by the Constitution and who participated in the shaping of the political system. An individual's quest for fortune was only restrained by natural laws. The European enlightenment richly fertilized the roots of democratic ideology in the early nineteenth century. In the faith of dynamic democracy, differences between individuals were minimized, and in the struggle for perfection, the emphasis was on man and mankind.

Out of the clash of ideas throughout the first half of the nineteenth century, a new system of educational thought and practice emerged. It provided a distinctive educational ideal of the common school, the high school, the state university, and the normal school of universal education and political enlightenment, or universal education and nationalism, and of universal education and equality of opportunity which have endured to the present.

The Philadelphia Exposition of 1876 raised the consciousness of American educators toward the issue of national competition and its relation to schooling. Apparently during this period, the Russians had the key to education in an industrial society, the instruction shop, and the idea soon found its way into secondary education in America in the form of vocational and industrial education. The educational theories of John Dewey and William Herd Kirkpatrick greatly influenced what was popularly called the Progressive Movement which dominated American education during the 1930s and 1940s.

In the 1950s when Sputnik was in space, education shifted from life adjustment (social adjustment of average children) back to academics. International tension, the adoption of a particular set of values, and many goals--which are sometimes in conflict--created American schools that adapt educational reforms and accommodate conflicting goals.

In the late 1960s, schools focused once more on students' rights, group rights, and pluralism in order to reform what seemed to be stifling, conformist, bureaucratic, and racist schools. At the elementary school level, American educators looked to England and found open pedagogy--a kind of revival of Progressivism. The toughening of academic standards in the 1980s

has been a reaction to the openness and student-centered concerns of the 1970s.⁵

Omaha's Public School Districts. The Omaha Public School District has been atypical of school systems in the development of policies, rules, and regulations because, almost from inception, it has adopted and published statements of policy. An act passed by the legislature of the state of Nebraska in 1872, stipulated initial policies, rules, and regulations of the School District of Omaha and provided for the reorganization of the Board of Education. Many of the basic philosophies expressed in the early statements of policy have been adhered to since the founding of the schools.

When the Nebraska legislature revised the school laws of metropolitan cities in the 1900s, several changes occurred in the Omaha Public Schools. The legislation mandated that the Board of Education would completely revise the policies, rules, and regulations of the school district. Compulsory education was also mandated, and the academic trimester was replaced with a semester. During this era, kindergartens were established, and they served as training schools for new teachers.

District 66. This is the home of the Westside Community Schools. The district was founded in 1947, by combining three rural school districts in west and southwest Omaha.

Millard School District. This school district was established 30 years ago and encompasses 4 square miles. The original school building housed the district's total enrollment of 135 students. Now, this school district covers 35 square miles; the district grew when seven rural districts joined the school system. The development of industrial and commercial sites and the completion of interstate highways through downtown Omaha contributed to the rapid growth of this area. The need for an ongoing building program in this district is the result of the large number of families moving to the Millard area and the westward expansion of the city of Omaha.

Higher Education in Omaha. Pioneering higher education in Omaha is Creighton University, named after John and Edward Creighton, builders of the transcontinental telegraph which linked the American frontier. The university site was purchased in 1876, following Edward Creighton's wish to establish a college with his money after the death of his wife. The first bishop of Omaha, the Right Reverend James O'Connor, invited the Jesuits to manage Creighton College. Three years later, Bishop O'Connor surrendered his trust to a new corporation, The Creighton University, where the Jesuits were the exclusive managers. In 1968, the Board of Directors was expanded to include laypersons, and, today, 10 Jesuits and 19 laypersons conduct the corporate affairs of the university. For 40 years after its establishment, the university operated without charging tuition fees. Its early growth and the enlargement of endowments were largely due to the benefactions of John Creighton and his wife.

⁵Carl Kaestle. "Education Reform and the Swinging Pendulum." Phi Delta Kappan 66(1985):423.

The University of Nebraska at Omaha, originally the University of Omaha, was founded in 1908 as a private nonsectarian college. The movement to convert the university to a municipal institution began in 1929. An act authorizing cities of the municipal class to establish and maintain municipal universities was passed by the Nebraska legislature that year. The citizens of Omaha voted to establish the Municipal University of Omaha on May 6, 1930, and in the summer of that year, the Omaha Board of Education selected the first University Board of Regents, who took over the University of Omaha and its properties. The Nebraska legislature and the citizens of Omaha voted in July 1968, to merge the University of Omaha with the University of Nebraska, and the University of Nebraska at Omaha (UNO) became one of three educational institutions within the University of Nebraska system.

The Nebraska legislature established procedures for the creation of a state system of vocational and technical schools in 1965. Amendments to the statutes, which were effective on October 23, 1967, provide that the governing board of any school district or the governing board of any educational service unit or county can petition for the establishment of an area vocational and technical school.

In 1971, the Nebraska Technical Community College system created both an Omaha Nebraska Technical Community College (ONTCC) and an Eastern Nebraska Technical Community College (ENTCC). However, before students were accepted into ENTCC, Metropolitan Technical Community College emerged as a result of amended statutes in 1974. Hence the assets, programs, liabilities, and personnel of ONTCC and ENTCC were transferred to and assumed by Metropolitan Technical Community College in 1974.

In 1923, the Sisters of Mercy founded the College of Saint Mary, which began in a single building as a junior college for women. Through the years, the college grew to meet the expanding educational needs of women. In 1955, the college moved to its present 31-acre location in southwest Omaha to accommodate its enlarged curriculum which provides a full 4-year liberal arts education. In the 1970s, two major changes occurred at the college: the Sisters of Mercy relinquished ownership in 1972, and the college became an independent corporation.

Boys Town first opened its doors with the purpose of providing food, clothing, shelter, education, and spiritual and medical care to homeless, neglected, abused, and disabled children in 1917. A young Irish priest borrowed \$90 to found Boys Town which has been a home as well as a community of friends for more than 15,000 young men who have lived in the village since it was established. Boys Town has its own schools, churches, post office, and fire and police departments.

Boys Town has started developing new sites in other areas of the nation. The new Father Flanagan's Boys Town USA Program is a natural expansion because of the many years of experience Boys Town has in providing residential care and technical services, including training and evaluation, to youth facilities all over the United States. The first satellite Boys Town was opened in Orlando, Florida, on June 19, 1985.

Historical Influences on Philippine Education

As early as the tenth century, before the arrival of the Spaniards, Manila had been visited by Arab and Chinese traders. Manilans then, like the other Malays, were the expert seafarers and shipbuilders of India and China, and they adapted the artifacts of Islam in their galleys.

No historical records speak clearly of education or any formal school system during this period. Nevertheless, evident in Filipino orientalism--the core of moral and social consciousness and cultural identity--are the influences of Arabic-Chinese trade and commercial activities; Arabic Muslim religion and mythology; and Indonesian-Malayan-Hindu seafaring habits, codes of laws, music, folklore, art and ornamentation, and Sanskrit-derived languages.

From the time Ferdinand Magellan planted the Spanish flag on Philippine soil as a colonizer in 1521, to 1946 when the Philippines was granted political independence by the United States, the Philippines has always been a colony of a foreign power. The effectiveness of education as a vehicle for achieving objectives in colonies was recognized; hence, colonizers established school systems in the country.

Spain set up a school system which had Christianization of the country and Hispanization of upper-class Filipinos as its main objectives. Spanish influence and education penetrated the Filipinos' religious, political, economic, and social lives. The spiritual aspects of life and the improvement of conditions for the colonized Filipinos, as they prepared for life and death, were emphasized mainly in Roman Catholic education. Thus, Spain set for the Filipinos the foundations for denominational membership, antidiocese and antibirth-control legislation, fiestas, tolerance of gambling and charitable activities, as well as faithful attendance at mass and other Catholic church activities.

In the governmental bureaucracy, political life within the numerous barangays was centralized.⁶ The strengthening of communal kinship and ritualistic values initiated a degree of homogeneity and a sense of nationalism in the Filipinos, and the social system reinforced social-class consciousness, making distinctions among Spaniards, native leaders, and the masses of natives.

The first Spanish conquistador was Miguel Lopez de Legaspi, who established the first Spanish settlement in Cebu and later colonized Manila and declared it the capital of the Philippine Archipelago. Through a Royal Decree, King Philip II of Spain conferred on the city of Manila on June 10, 1574, the title Distinguished and Ever Loyal City. The Spanish built thick walls around Intramuros in Manila (commonly known as the walled city) to protect themselves against invaders and, to befit the citadel of Christianity in the Far East, churches were built inside the walls. The venerable

⁶A barangay is the basic governmental unit in the country's political structure. It consists of a number of families within the same geographic area.

University of Santo Tomas, a center of learning which is older than Harvard University in the United States, was built within the walls, and it remains a major university today.

Throughout the 333 years of Spanish rule, the Philippine colony was ruled from Manila. It was the seat of government and the center of the country's educational, cultural, social, and economic life. Manila has not been spared the ambitions, cupidity, and expansionism of other countries. The city was invaded by the Dutch in 1600, 1609, and 1645. In 1603 and 1609, a Chinese revolt led by Limahong took place, and Manila was, for a brief period, occupied by the British from 1762 to 1763.

The year 1863 was a milestone in the history of education in the Philippines. Public schools throughout the country and a normal school for male teachers were established. Prior to that, instruction was entirely in the hands of the clergy. The need for teachers to teach children in the primary grades motivated and hastened the establishment of normal schools for men. Later, temporary normal schools for women were formed to meet the need for women teachers to teach girls in primary schools. Spanish was the language of instruction, and the students became fluent speakers with extensive vocabularies. Thus, the original goals of education were literacy and the assimilation of information about the colonizing country. The colonizer's language was used to instill in the Filipinos an inordinate social demand for education.

Gradually, liberal ideas from across the seas awakened Filipinos to the idea of independence, and Manila was the breeding ground for the Filipino rebellion. The aim of the rebellion was to break bonds with Spain. About 2 years after the Revolution of 1896, the American forces arrived in Manila on August 31, 1898, and defeated the Spaniards in a mock battle. The glory was short-lived though; Filipino resistance against colonials led to fighting, and soon allies became enemies. Manila then was placed under a military government until August 7, 1901.

Shiploads of school teachers came with the American colonizers and took over public education in the Philippine Archipelago. The first institution of higher learning organized under American rule was the Philippine Normal School (PNS), now the Philippine Normal College (PNC), which began functioning on September 1, 1901. The college was initiated by Captain Albert Todd, Head of the Department of Instruction, who envisioned a "well-equipped normal school for instructing young Filipinos to become teachers of English." Although the school was organized primarily to train young men and women for teaching, many of those who enrolled prepared themselves for the study of law, medicine, nursing, or agriculture or for entrance into colleges and universities in the United States. This brought about the division of the school into two categories: teacher education and college preparatory. The latter became the nucleus of what is now the University of the Philippines which separated from the PNC in 1908.

Accompanying the growing social demand for education and the democratic access to the system instilled by the American colonizers, education was largely looked upon as a consumer good. As such, the mere completion of schooling or the completion of a prescribed program which resulted in a certificate or diploma was, in itself, considered attainment of an

individual's objective. At that time, education was also an avenue to the good life because teaching and civil service could readily absorb those who finished elementary school or higher levels of education. Because Filipino culture was pervaded by the empleado (employee) and maestro (teacher) image handed down by Spanish colonizers and because teaching and civil service recruited most of those who completed school, education took on a white-collar job orientation.

The Americanization of the Filipinos consisted mainly of improving conditions for them. Through the introduction of a democratic government with features such as a bill of rights, the supremacy of the constitution, and a representative government, the United States succeeded in unifying three major islands in the country--Luzon, Visayas, and Mindanao. A number of American social norms were gradually incorporated into Filipino culture, especially in the areas of health, education, and public works. The centralized form of government was strengthened, that is, local units were subordinate to the national government, and the free public school system adopted a new philosophy and the use of English as the language of instruction. These influences were imprinted on the Filipinos' cultural heritage.

The public school system in the city of Manila had a modest start. In less than 3 months after the American occupation of Manila on August 13, 1898, the U.S. Army opened seven schools. The San Nicolas Primary School, located on Calle San Fernando in Bimondo, was the first school and it was the nucleus of what later became Manila's public school system.

In those early years, attracting students to the schools was a problem. Today, the biggest problem is providing adequate housing and facilities for all the children who are of school age. Undoubtedly, the growing awareness of the benefits of education, the constitutional provision for compulsory elementary education and democratic access to the field, the demand for relevance and responsiveness of education to changing societal needs, and the alarming rate of increase in Manila's population have contributed to this problem which becomes more serious each year.

Thus, like all other systems, education in the Philippines has been plagued with opposing values for its educational institutions. Over the years, education has stressed rigorous intellectual training, development of moral and spiritual values, freedom, equality, and training for children. At other times, education has stressed developing the workforce; enriching and accelerating education for the gifted, the disabled, and the underprivileged; and improving the quality of life.

PHILOSOPHY, POLICIES, GOALS, AND OBJECTIVES

As a result of the projected enrollments and the changing student population, states and institutions are concerned continually with planning, changing institutional missions, and dealing with mergers and closures of independent and public institutions.

The American Perspective

Generally, local governments in the United States have greater freedom in conducting their business than local governments in the Philippines. Many states have taken steps to loosen restrictive requirements or to pass legislation that would prohibit state interference in local prerogatives. Professional and governmental groups attempt to influence local school authorities by persuasion rather than by direct control, but action on policy matters remains the prerogative of local education boards or state legislatures.

National Policy Statement. A suggested national policy statement stresses that immediate and long-range educational goals must be examined and revised continually in light of changing conditions. As educational goals are set, educators should be aware that a school does not fully succeed unless it makes learning an interesting and exciting experience; unless it effectively generates intellectual curiosity, a love of knowledge, and an open mind; unless it encourages a genuine incentive to create and the ability to think clearly; and unless it magnifies the self, establishes personal identity, and encourages individuality.

In stressing the value of knowledge, the Research and Policy Committee of the Committee for Economic Development does not propose that elementary and secondary schooling should be designed exclusively as preparatory to college and university education. The policy states:

Although an increasing proportion of young people should seek university educations, many others should go on to technical schools or to vocationally oriented programs in community colleges. We believe that for the good of individuals, as well as society, the secondary and post-secondary vocational and technical schools should be greatly strengthened. Jobs and income must be available to the youths who enter the labor force early. Technically trained manpower is essential for business and industry and for the general economic and social health.⁷

The policy also emphasizes that it is not the task of the schools to provide final solutions for all problems, but rather to equip students to face life's problems intelligently and effectively. The end result of competent instruction should be a desire and a respect for knowledge and possession of the skills essential to getting and using knowledge. It is more important to

⁷Research and Policy Committee of the Committee for Economic Development. Innovation in Education--New Directions for the American School: A Statement on National Policy. New York, July 1968.

generate intellectual curiosity and a passion for knowledge and to cultivate good habits of thought and inquiry than to concentrate on learning countless detailed facts which may soon be forgotten and abandoned. Knowledge and reason and related skills must always lie at the center of instruction. These goals should also apply to the affective or emotional lives of individuals and to their capacity for making decisions and acting.⁸

In a recent public statement made by the U.S. President Ronald Reagan, he predicted that American education would enjoy a great renaissance of excellence if the following administration goals could be achieved:

- Providing tuition tax credits and educational vouchers worth several hundred dollars annually to help poor families place children in the nonpublic schools of their choice;
- Eliminating unfair, restrictive teacher certification requirements and awarding teachers pay and promotions based on merit;
- Closing a learning gap in science and mathematics in American schools and teaching the importance of justice, equality, religion, liberty, and standards of right and wrong, along with the virtues of U.S. society;
- Enforcing codes of civilized behavior in the classroom; and
- Involving parents and state and local government officials in operating the schools and de-emphasizing the federal government's role.⁹

The federal government has allowed state and local educational systems the autonomy to operate schools. School boards at the institutional, district, and state levels take the responsibility of setting goals, objectives, policies, rules, and regulations. However, there is much opposition to various aspects of the Reagan plan. Many educators fear that the plan violates separation of church and state and, if implemented, would be destructive to public schools.

Mission Statement for Education in Nebraska. The Nebraska legislature, through the public school system, has declared the following mission statement:

- Offer each individual the opportunity to develop competence in the basic skills of communication, computation, and knowledge of basic facts concerning the environment, history, and society;

⁸Op. cit.

⁹"Reagan Goals Win Applause of Educators." Omaha World-Herald. March 2, 1985.

- Offer each individual the opportunity to develop higher order thinking and problem-solving skills by means of adequate preparation in mathematics, science, the social sciences, and technology;
- Instill in each individual the ability and desire to continue learning throughout life;
- Encourage knowledge and understanding of political society and democracy in order to foster active participation therein;
- Encourage the creative potential of each individual through exposure to the fine arts and humanities;
- Encourage a basic understanding of and aid the development of good health habits; and
- Offer each individual the opportunity for career exploration and awareness.¹⁰

Omaha Public Schools. In the Omaha Public School District a number of changes in policies, rules, and regulations took place, and enrollment increased during the 1980s.

In 1983, after examining the school district's commitment to public education by studying its educational goals, the Superintendent of Schools appointed a steering committee. After a series of actions, the committee devised the following statement of philosophy and goals:

The Board of Education of the Omaha Public Schools is responsible for meeting the challenge of providing a comprehensive educational program in an atmosphere that is open, concerned, and responsive to the needs of students and the community. To this end, the Board of Education establishes policies that are translated into practices and procedures by the Superintendent and staff to maintain and improve the quality of teaching and learning in the Omaha Public Schools.

The following goals provide the context for educational planning in the Omaha Public Schools.

For the Learner:

- Maintain and improve academic achievement;
- Develop aesthetic appreciation and ability;
- Understand the free enterprise system and the meaning of economic self-sufficiency;

¹⁰Nebraska Education Directory, 1984-85. Lincoln, Nebraska, 1985.

- Understand the rights and responsibilities of citizenship; and
- Acquire the insights, knowledge, and skills necessary for the development of physical and mental health.

For the Staff:

- Promote excellence in student achievement by maintaining high standards of professionalism, preparation, and performance; and
- Provide educational programs designed to promote the attainment of knowledge, competencies, and skills by students.

For the School System and the Community:

- Ensure access and equity for students in their pursuit of educational opportunities in a pluralistic society;
- Provide adequate financial support and professional opportunities for staff; and
- Build public confidence and attain economic resources to accomplish the goals of the school system.¹¹

At the Westside Community Schools (District 66), parents, staff, students, and the Board of Education formed a task force in 1953 to address the changing priorities of an increasingly complex society. The result was a revision of the mission and goals of the educational program in District 66.

The mission of the educational program in District 66 is to accept each individual with equal opportunity to learn, develop, and succeed. The dignity, the worth, and the uniqueness of all individuals and their heritage are preserved. All students have the right to an education that fits their needs, interests, and abilities. Students are involved, when appropriate, in planning and assuming responsibilities for their educational programs. By recognizing individual differences, the schools provide opportunities for all students to develop the values, attitudes, skills, and knowledge necessary to become self-confident, responsible, productive, and contributing members of society.

District 66 divides its goals into two areas: knowledge and skills--a primary responsibility and personal development--a shared responsibility.

The primary responsibility for knowledge and skills includes:

- Basic skills--To acquire knowledge in the basic skills of communication and computation;

¹¹From the Office of the Superintendent, Omaha Public Schools.

- Skills to use knowledge--To develop skills for creative, constructive, and critical thinking, problem solving, and evaluation;
- Science and technology--To gain knowledge and experience in the natural sciences, the physical environment, and in technological literacy;
- Arts, humanities, social sciences--To gain knowledge and experience in the fine and practical arts, humanities, and social sciences;
- Economic understanding--To develop the capacity to be an effective participant in the free enterprise economic system;
- Health and physical fitness--To acquire knowledge and develop skills and interests for optimal physical and emotional health; and
- Global education--To gain knowledge and understanding of the peoples of the world and their cultures, languages, and interdependence.

Shared responsibility for personal development includes the following:

- Self-worth--To assist in the development of self-understanding and a positive self-concept;
- Human relationships--To develop the capacity to participate in meaningful personal and social relationships;
- Citizenship--To develop the behaviors, values, and attitudes associated with responsible participation and patriotism in a democratic society;
- Ethical character--To refine and nurture behaviors based on acceptable standards of conduct and moral judgment;
- Preparation for future--To develop an ability to live in and adapt to a world of rapid change and technological advances;
- Career preparation--To acquire career concepts and career skills;
- Respect for learning--To acquire positive attitudes toward learning as a lifelong process; and
- Use of personal time--To experience and participate in opportunities for life-long use of leisure time.¹²

¹²Office of the Superintendent, Westside Community School District.

Catholic Education. Catholic education in the Archdiocese of Omaha has a distinctly religious orientation. The goals of Catholic education in this Archdiocese include:

- To make faith living and conscious,
- To promote the educational process,
- To build a system of support,
- To develop services and resources, and
- To encourage and support high standards of personal competence and performance.¹³

School office goals and objectives for Catholic education in the Archdiocese are as follows:

- To assist administrators in their role as spiritual leaders and builders of the faith community in the schools;
- To assist administrators in their role as instructional leaders in the schools;
- To provide consultation to pastors and boards as needed or requested;
- To provide information to the Catholic community and the general public about educational programs of the Catholic schools in the Archdiocese of Omaha; and
- To strengthen the efforts of the school office to achieve its goals.¹⁴

Reflective of the founding principles and contemporary directions of Father Flanagan's Boys Home, the educational philosophy at Boys Town, deeply rooted in Christian values, provides a strong base for its educational programs. Essential to the program is the development of the student's self-worth through the establishment of a learning environment which fosters love and mutual respect as it provides for diverse student needs. Founded on the belief that all students have the desire and capacity to learn, the school takes upon itself the responsibility to promote an atmosphere that offers students the opportunity to experience success. The schools and the boys' home share a partnership and an awareness that learning extends beyond the classroom to the entire Boys Town community. Educational goals are set to help students realize their full potential in an atmosphere that offers students the opportunity to experience success.

¹³Archdiocese of Omaha, Annual Report, 1980-81.

¹⁴Office of the Superintendent of Catholic Schools, Omaha, Nebraska.

Higher Education. The Citizen's Commission for the Study of Higher Education developed a set of goals for higher education in Nebraska which are consistent with the goals set forth by the legislature. The primary goal of post-secondary education in Nebraska, as viewed by the commission, is to provide educational opportunities for the people of the state consistent with their abilities, interests, and needs and relevant to an ever-changing economy. Inherent in this goal is the development of an informal and productive citizenry that is able to adjust and adapt to change. To this end, post-secondary institutions must work together to promote excellence. Supporting these goals are the following objectives:

- To provide, as part of general instruction and learning, a strong emphasis on a high-quality liberal arts education;
- To assure, at all levels, the highest possible quality of education;
- To assure that high-quality vocational training is broadly accessible and reflects local and regional economic needs;
- To place new emphasis on research which contributes to the development and diversification of Nebraska's economy in this era of technological change, while continuing to maintain high-quality programs of both basic and applied research;
- To maintain through outreach and extension a system of technology transfer and a program for improvement of quality of life;
- To further develop the state's post-secondary institutions as cultural centers for all citizens;
- To utilize to the fullest the state's comprehensive system of educational telecommunications;
- To establish a network of communication, coordination, and cooperation among the various post-secondary institutions so as to permit greater effectiveness of programs and better utilization of resources; and
- To provide increased educational and employment opportunities for minorities and women.¹⁵

The primary purposes of the University of Nebraska at Omaha are (a) to maintain a faculty of dynamic teacher-scholars of high character and competence who will inspire able and willing students to achieve to the maximum of their abilities; (b) to provide classroom, laboratory, and library facilities adequately equipped to produce an environment conducive to learning of the highest order. UNO declares and reaffirms a policy of administering

¹⁵Citizen's Commission for the Study of Higher Education in Nebraska. Towards the 21st Century. December 1984.

all of its educational programs and related supporting services and benefits in a manner which does not discriminate because of a student's or a prospective student's race, color, creed, religion, sex, national origin, age, handicap, or other characteristics which cannot be lawfully the basis for provision of such services. The university also commits itself to a program of affirmative action to encourage the application of minority, women, and handicapped students; to identify and eliminate the effects of any past discrimination in the provision of educational and any related services; and to establish organizational structures and procedures which will assure equal treatment and equal access to the facilities and educational benefits of the institution for all students.¹⁶

Creighton University promotes intellectual expansion, social adequacy, physical development, aesthetic appreciation, and spiritual enrichment among students. Creighton serves the public primarily through teaching and research, and it uses teaching and research to provide numerous other services and leadership to the community.

Creighton has a history of Jesuit teaching. The order's focus has always been on the total person, an approach that includes development of students' talents to ensure that they can meet both material and spiritual needs. Members of every denomination are enrolled and welcome in all courses at the university. While Creighton fosters learning in a Christian setting and challenges students to reflect on transcendental truths, students are not required to participate in religious services or activities. All educational programs of Creighton University are open to both men and women.¹⁷

The College of Saint Mary (CSM), primarily for women, embodies the heritage and educational philosophy of the Sisters of Mercy. Through intellectual, spiritual, aesthetic, physical, and social experiences, the CSM challenges students with opportunities for growing and developing; questioning and discovering; reasoning and judging; recognizing and awakening; and preparing and participating so that, as fully mature individuals, they may live meaningful personal and professional lives. CSM is committed to a continuous search for new and better ways to promote self-fulfillment and service to the community in an atmosphere of freedom, support, and respect for individuals of all races, creeds, and ethnic origins.¹⁸

Metropolitan Technical Community College is committed to the philosophy that individuals should be given an opportunity to develop their skills and knowledge, as well as an awareness of their roles and responsibilities in society. The college is devoted to serving the educational and occupational needs of the four-county area and the state of Nebraska.¹⁹

¹⁶University of Nebraska at Omaha Catalogue, Omaha, Nebraska, 1983-85.

¹⁷Creighton University Bulletin, 1984-86.

¹⁸College of Saint Mary 1984-85 Academic Catalog. Omaha, Nebraska, 1984.

¹⁹Metropolitan Technical Community College 1984-85 Catalogue. Omaha, Nebraska, 1984.

The Filipino Perspective

The Philippine Constitution has specific provisions on education upon which all decrees, policies, regulations, and rules on education are based.

Constitutional Mandate. Pursuant to the Constitution "all educational institutions shall be under the supervision of, and subject to regulation by, the State." The Constitution provides that "all educational institutions shall aim to inculcate love of country, teach the duties of citizenship, and develop moral character, personal discipline, and scientific, technological, and vocational efficiency." Furthermore, "the educational system shall reach out to educationally deprived communities in order to give meaningful reality to their membership in the national society, to enrich their civic participation in the community and national life, and to unify all Filipinos into a free and just nation."

Presidential Decree No. 6-A. A major declaration of policy on education in the present system is embodied in Presidential Decree No. 6-A which states:

"It is hereby declared to be the policy of the government to ensure, within the context of a free and democratic system, maximum contribution of the educational system to the attainment of the following national development goals:

- a. To achieve and maintain an accelerating rate of economic development and social progress;
- b. To assure the maximum participation of all the people in the attainment and enjoyment of the benefits of such growth; and
- c. To strengthen national consciousness and promote desirable cultural values in a changing world."²⁰

In support of the foregoing policy, the following educational aims are set and geared towards national development goals.

- Provide for a broad general education that will assist individuals in society to (1) attain their potential as human beings, (2) enhance the range and quality of individuals and group participation in the basic functions of society, and (3) acquire the essential educational foundations for their development into productive and versatile citizens;
- Train the nation's citizens in the middle-level skills required for national development;
- Develop the high-level professions that will provide leadership for the nation, advance knowledge through research, and apply new knowledge for improving the quality of human life; and

²⁰Ministry of Education, Culture, and Sports. The Education Act of 1982. Manila, February 1983.

- Respond effectively to changing needs and conditions of the nation through a system of educational planning and evaluation.

The Education Act of 1982 specifies the objectives of formal education at three levels--elementary, secondary, and tertiary--as well as those of nonformal education. The act specifies the following objectives:

- Elementary Education:

- To provide the basic knowledge and develop the foundation skills, attitudes, and values essential to the child's personal development and necessary for living in and contributing to a developing and changing social milieu;
- To provide learning experiences which increase the child's awareness of and responsiveness to the changes in and just demands of society and to prepare the child for constructive and effective involvement;
- To promote and intensify the child's knowledge of, identification with, and love for the nation and the people to which the child belongs; and
- To promote work experiences which develop and enhance the child's orientation to the world of work and creativity to prepare the child to engage in honest and gainful work.

- Secondary Education:

- To continue to promote the objectives of elementary education; and
- To discover and enhance the various aptitudes and interests of the students to equip them with skills for productive endeavor and to prepare them for more serious formal studies in higher education.

- Tertiary Education:

- To provide a general education program that will promote in each student a sense of national identity, cultural consciousness, moral integrity, and spiritual vigor;
- To train the nation's citizens in the skills required for national development;
- To develop and maintain the integrity of the professions or disciplines that will provide leadership for the nation; and
- To advance knowledge through research and to apply new knowledge to improve the quality of human life and to respond effectively to changing societal needs and conditions.

• Nonformal Education:

- To eradicate illiteracy and to raise the level of functional literacy among the population;
- To provide unemployed and underemployed youths and adults with appropriate technical-vocational skills to enable them to become more productive and effective citizens; and
- To develop among its clientele proper values and attitudes necessary for personal, community, and national development.

The Division of City Schools, Manila. In consonance with the national development goals and considering current conditions, the Division of City Schools, Manila, which has jurisdiction and responsibility over the public and private elementary and secondary schools in the city, has established objectives to fulfill its responsibility and face the challenges of educating the city's students.

Efforts and resources of the Division of City Schools are geared and committed to the delivery of quality basic education that would enhance learning capabilities and enable students to be self-reliant, productive, versatile, and imbued with a strong spirit of nationalism. Each year, goals are set for raising the students' competency levels in basic reading, writing, communication, and numeracy skills and in vocational courses and sports, based on competency levels from the previous year.²¹

Teachers and administrators in private elementary and secondary schools in Manila, while concerned about national development goals, are interested primarily in changes in education and the knowledge explosion. The public and private schools are expected to provide and equip students with the learning skills and tools they need to survive the rigors of formal education and the values and attitudes they need to become innovative, inquiring, creative individuals who are ready to meet individual and national challenges.²²

²¹Superintendent Josefina R. Navarro. Annual Report, School Year 1981-82. Division of City Schools, Manila, 4-51.

²²Op. cit., 68-69.

STRUCTURE

No other country in the world has an educational system that is as decentralized or as autonomous as the United States.

The U.S. Department of Education

The Secretary of the Department of Education is a member of the U.S. President's Cabinet. The functions of the office include collecting and disseminating reports and information on education, administering funded programs throughout the country, speaking for the education community in the government, and presenting the government's views to educators. The department does not control, administer, or supervise educational institutions in any part of the country. In a sense, the department exercises a degree of control through federal funding of educational programs. These programs are usually quite specific in nature, for example, special education training, but in the sense of general administration, the department is virtually powerless. The administration of schools is a responsibility of state and local governments.

Specifically, the department is charged with the responsibility for intergovernmental relations; the department carries out its functions in such a manner as to supplement and complement state policies, procedures, and programs; and appropriate officials of the department consult with responsible officials of the state on matters regarding education.

Quoting from an article published in the April 1985 issue of the Phi Delta Kappan, the position of the Secretary of Education is described as follows:

Undoubtedly the Secretary of Education is also finding out that his job consists of many drudgeries of the kind that consume the days of the education constituency he must seek to understand and work with. He must hold endless meetings with people who have problems to discuss, not poems to write. He must make daily decisions about details that are anything but 'morally uplifting.' He will be asked to speak to education leaders who would be hard pressed to find reasons for dropping Aristotle, the Federalist Papers, or the Socratic Method into their meetings with the press²³

Nebraska Department of Education

In Nebraska, the state Department of Education has a long history, but the state Board of Education and the Commissioner of Education were not authorized until the state Constitution was amended in 1952. The enabling acts to implement the revised educational structure were passed by the Nebraska Legislature in 1953, and a six-member Board of Education, one member from each judicial district, was elected in 1954. Through the passage of LB 139 (Section 79-322, R.S. Supp. 1967) in 1967, the state was divided into eight districts, and the number of members on the state Board of Education, who are

²³Anne C. Lewis. "Washington Report: New Secretaries of Education Have Hard Lessons to Learn." Phi Delta Kappan 66(1985):524.

elected on a nonpartisan ballot, was increased to eight members, one member from each district.

The major objectives of the state Department of Education are the growth and development of young people in the state, but it also strives to improve educational opportunities for all residents of Nebraska. It is concerned, therefore, with the educational needs of adults and the general educational welfare of all state residents.

The state Board of Education, a constitutional body elected by the people, is a policymaking body with responsibility for seeing that the state Department of Education functions effectively within the framework developed by the legislature and the board. The board and the department are obligated by statute to perform broad leadership functions and to carry out certain regulatory and service activities.

The Commissioner of Education is appointed by the state Board of Education. The Commissioner of Education heads the state Department of Education and acts as the Executive Officer of the state Board of Education and the Executive Secretary of the state Board of Vocational Education. The elected board and the appointed commissioner in Nebraska differ considerably from the educational structure in the other 49 states.

Assisted by a Deputy Commissioner of Education and three Assistant Commissioners of Education, the Commissioner directs the promotion and improvement of education in the public elementary and secondary schools in Nebraska. The Commissioner of Education is also responsible for some post-secondary education and adult education. The Commissioner's major responsibilities include:

- Administering the state Department of Education--employment and evaluation of personnel; development of policies, in consort with the board; budget preparation and control; establishment of schedules; purchase and control of supplies, equipment, and vehicles used by department; and organization of staff to perform necessary functions.
- Enforcing school laws--interpreting laws which apply to schools, ruling in some cases of disputed law, and arranging for compliance with school laws.
- Planning and evaluating programs--working with board and staff members, preparing a public statement of the goals for education, developing programs to respond to these goals, training and developing staff in planning and evaluation skills, and reporting progress toward educational goals to the citizens of the state.
- Disseminating information--providing schools and the public with information relating to schools and education and approving all departmental publications.

- Arranging meetings of the state Board of Education--preparing agendas, keeping the board informed, and providing facts to enable the board to act quickly and efficiently on issues.²⁴

The state Department of Education consists of four divisions: Administrative Services, Instructional Services, Vocational Education, and Rehabilitation Services (figure 1). Each division supports the effort to promote learning and to develop the potential of all state residents. Each division provides services to the entire Department of Education and to the Nebraska public school districts. The responsibilities of each division are as follows:

- The Division of Administrative Services includes offices that are directly responsible to the commissioner, such as Legal Services, the Professional Practices Commission, and the Coordinating Council for the Handicapped. The offices of Personnel, Planning, and Management Information Services; Federal Programs Coordination; and the Administrator of Finance report through the Deputy Commissioner. Auxiliary Services include Information and Publication Services, Support Services, and the Library; School Finance includes State Aid; and the Controller includes Budget, Accounting, and Child Nutrition.
- The Division of Instructional Services, under the supervision of an Assistant Commissioner, includes three major areas: Instructional Services, Special Education, and Special Services. Instructional Services include curriculum, driver education, subject areas and programs for the gifted, basic skills, student personnel services and career education, instructional television, approval and accreditation, field services, district organization, school transportation, school plant planning, and teacher education and certification. Special Education includes school age and pre-school programs, school district and service agency programs, residential care and transportation, monitoring public laws and rules, special programs, inservice education, and state facilities. The Nebraska Diagnostic Resource Center at Cozad, the Nebraska School for the Deaf at Omaha, and the Nebraska School for the Handicapped at Nebraska City are also supervised by the Division of Instructional Services.
- The Division of Vocational Education is responsible for developing vocational training programs within the public school system. Federal and state funds are used to assist school districts and technical community colleges in developing programs and to ensure the maintenance of minimum standards at the secondary, post-secondary, and adult education levels. The division provides technical assistance in the following areas: agriculture education, marketing and distribution, business

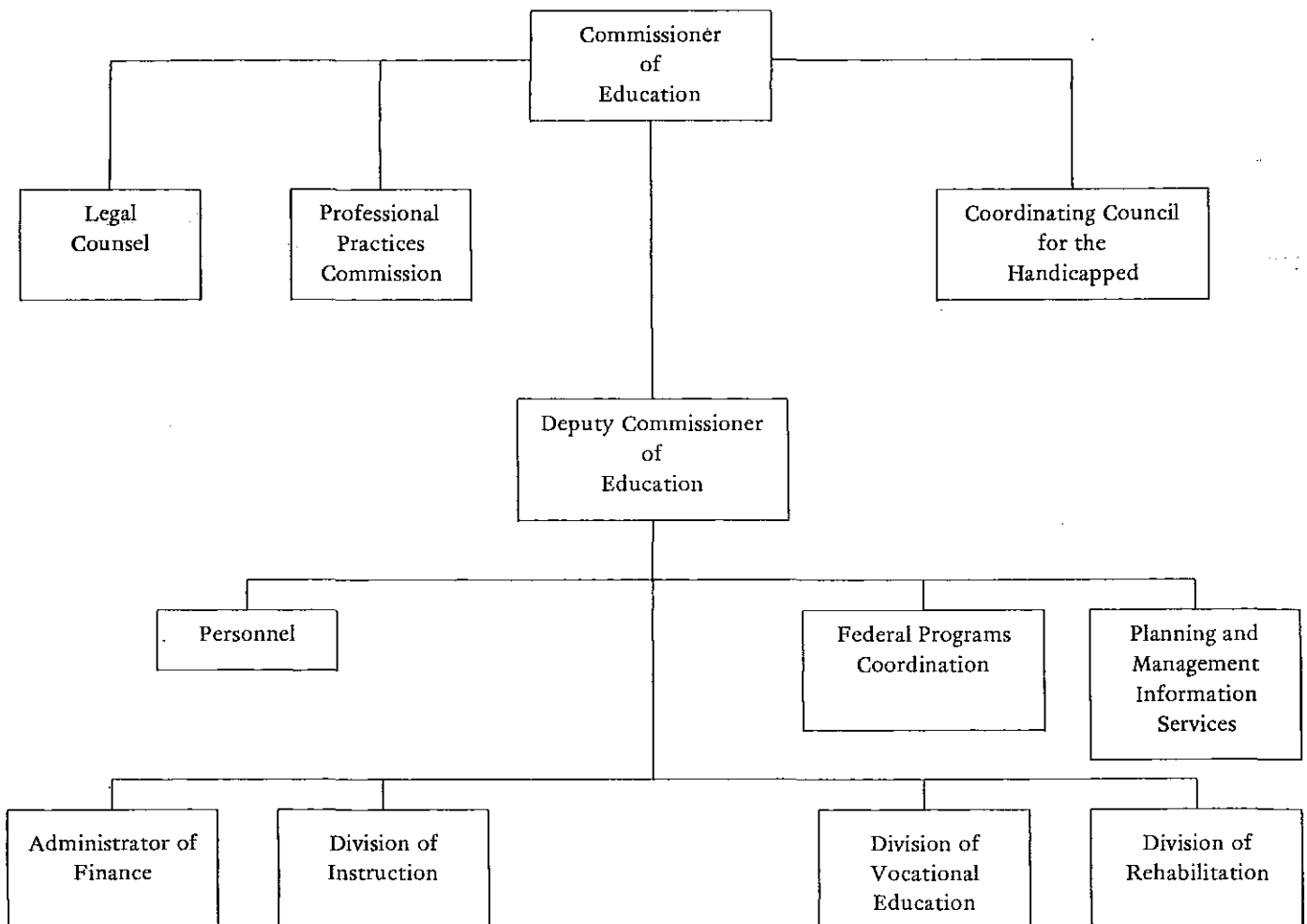
²⁴Nebraska Legislative Council. Nebraska Blue Book, 1980-1981. Lincoln, Nebraska, 504-505.

education, cooperative education, special vocational needs, diversified occupations, home economics education, health occupations, trade and industrial education, industrial arts, the Comprehensive Employment and Training Act (CETA), veterans' education, private schools, work study, vocational guidance, curriculum, research, professional educational development, and elimination of sexism in vocational education.

- The Division of Rehabilitation Services, under the supervision of an Assistant Commissioner, is responsible for disability determinations services, service delivery, program planning and evaluation, and the fiscal and statistical areas.

Figure 1

DEPARTMENT OF EDUCATION



Generally, formal education throughout the country is structured and graded as follows:

- The elementary level consists of six grades following preschool education or kindergarten (K-6th grades),
- The junior high school level consists of three grades (7th-9th grades),
- The senior high school level provides the terminal stage of pre-college education and consists of three grades (10th-12th grades), and
- The post-secondary or higher education level consists of programs and studies credited toward professional degrees.

Classification of School Districts

Public schools are identified with school districts, usually on the basis of geographical location, and they are classified in Nebraska as follows:

- Class I includes any school district that maintains only elementary grades under the direction of a single school board,
- Class II includes any school district that serves an area with 1,000 inhabitants or less and maintains both elementary and high school grades under the direction of a single school board,
- Class III includes any school district that serves an area with 1,000-100,000 inhabitants and maintains both elementary and high school grades under a single board of education,
- Class IV includes any school district that serves an area with 100,000-200,000 inhabitants and maintains both elementary and high school grades under the direction of a single board of education,
- Class V includes any school district that serves an area with 200,000 or more inhabitants and maintains both elementary and high school grades under the direction of a single board of education, and
- Class VI includes any school district in the state that maintains only high school grades.²⁵

Post-secondary Education. The residents of Nebraska have always valued higher education. Access to a 2-year or 4-year post-secondary institution has been provided for 95 percent of the state's population, and the rate of college attendance is much higher in Nebraska than the national average.

²⁵Nebraska Department of Education. "A Statistical Report of School Districts in Nebraska, 1984-85 School Year," Fact Sheet. Lincoln, Nebraska, 1985.

The state's post-secondary education system is composed of five distinct and separate entities: (1) the University of Nebraska, (2) the state colleges, (3) the technical community colleges, (4) the independent colleges and universities, and (5) the private vocational schools. These institutions developed largely as a result of individual, group, or community initiatives rather than as the result of a state plan. There is relatively little coordination among these units; some coordination is provided directly by the state legislature through a Role and Mission Statement and the budget.

State Colleges. The Board of Trustees for state colleges in Nebraska was created by an act approved on June 20, 1867. On April 1, 1909, it was designated as the Normal Board of Education, and about 60 years later (March 3, 1969), the legislature changed the name to the Board of Trustees of the Nebraska State Colleges. This board controls four colleges, located at Chadron, Kearney, Peru, and Wayne, Nebraska, which were officially designated as state colleges by the 1963 legislature. One student member trustee from each state college is appointed by the Governor and serves a 1-year term which starts on May 1 of each year.

The roles of the state colleges are (1) to provide baccalaureate level education for academic, professional, and occupational degree programs; (2) to provide master's degree programs in education; (3) to provide applied research and public service activities; and (4) to award the specialist degree in education. These colleges have a regional responsibility for public service and continuing education activities and for some academic transfer and pre-professional degree programs.

University of Nebraska at Omaha. The University of Nebraska at Omaha (UNO), the only state university in the city, is one of the three main campuses of the University of Nebraska system. The others are the University of Nebraska-Lincoln (UNL) and the University of Nebraska Medical Center (UNMC), which is also located in Omaha.

The University of Nebraska at Omaha has nine colleges: the College of Arts and Sciences, the College of Education, the College of Business Administration, the College of Engineering and Technology, the College of Continuing Studies, the College of Home Economics, the College of Public Affairs and Community Service, the College of Fine Arts, and the College of Graduate Studies and Research. Day and evening classes are conducted in each college to meet the multiple needs and demands of the university.

Creighton University. Creighton University, the only Catholic University in Omaha, is a diverse educational institution, especially for its size. In addition to its regular academic programs, the university offers continuing education programs, summer sessions, a Lifelong Learning Center which specializes in noncredit offerings for adults, and the Elderhostel which provides a summer program for persons over age 60.

Creighton University has an enrollment of approximately 6,300 and a faculty of about 990. Its faculty and students are of many races and faiths, and they come from many foreign nations and almost every region of the United States.

College of Saint Mary (CSM). This college has a population of about 600 traditional students and 500 nontraditional students who attend classes in the evening and on weekends. About two-thirds of the college's traditional students come from Nebraska, and the rest come from 12 other states and 6 foreign countries. The Division of Humanities at CSM serves all academic programs at the college because it provides the courses which form the liberal arts nucleus of each major program of study.

Metropolitan Technical Community College. This is a publicly supported, post-secondary institution which was established primarily to serve Dodge, Douglas, Sarpy, and Washington counties in Nebraska. It has three campuses in operation at permanent sites--the Elkhorn Valley Campus, the Fort Omaha Campus, and the South Omaha Campus. Numerous centers throughout the area provide sites for community service activities and in-plant, in-service training programs for businesses and industries. The college also occupies 5,400 square feet of space in the Peter Kiewit Conference Center in downtown Omaha.

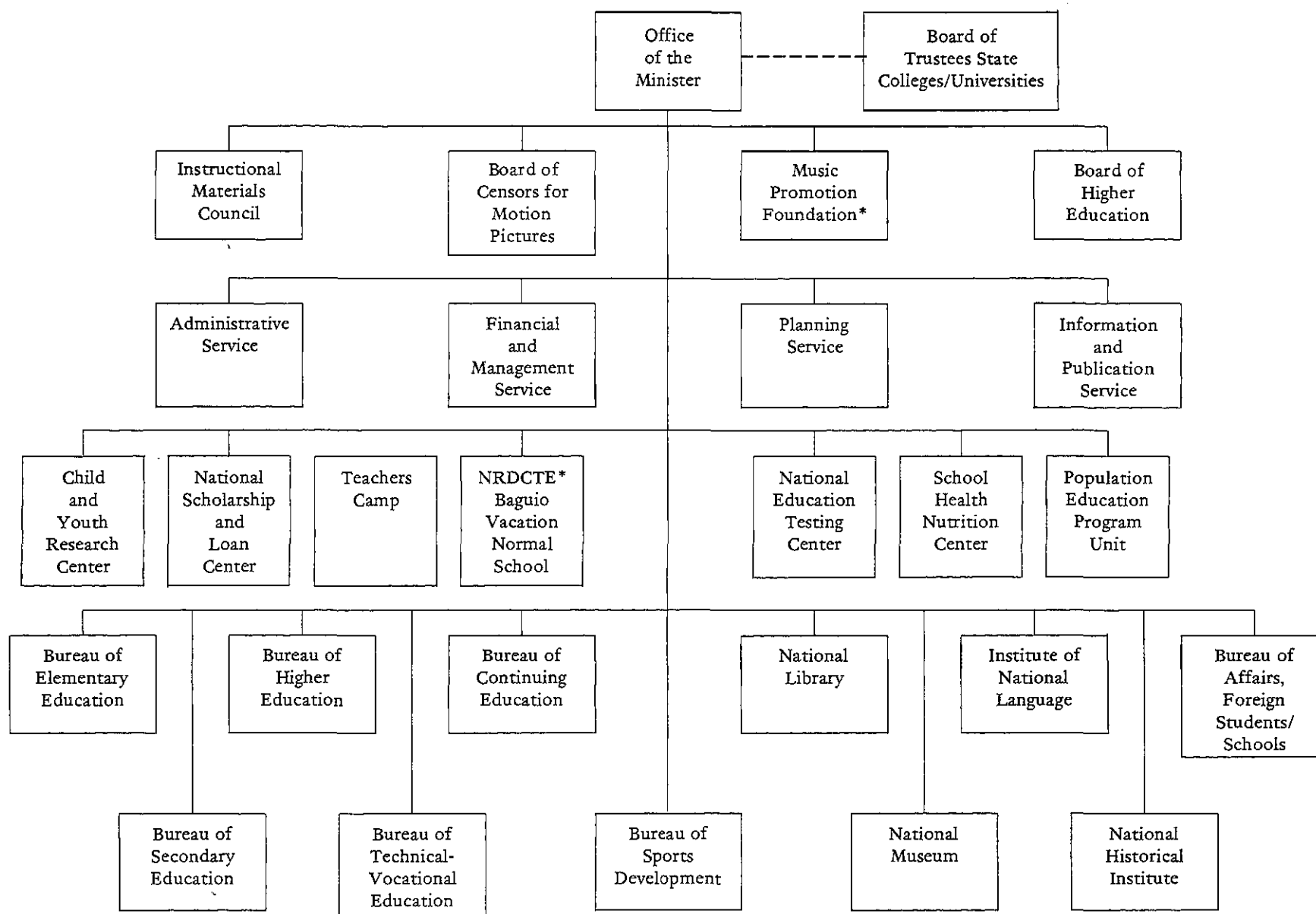
Programs of the Metropolitan Technical Community College are approved by the Nebraska Department of Education for veterans' educational benefits. Specific approval by professional certifying organizations, both national and local, are solicited for some programs.

The Philippine Ministry of Education, Culture, and Sports

The educational system in the Philippines is organized so that, although decentralization has been undertaken, all policies, standards, rules, and regulations emanate from the Ministry of Education, Culture, and Sports (MECS). The minister is a member of the President's cabinet. The Constitution places responsibility for the administration of the educational system and the supervision and regulation of educational institutions with the MECS. The ministry is headed by the Minister of Education, Culture, and Sports, who is assisted by several Deputy Ministers.

The organization of the MECS as provided for in the Education Act of 1982, consists of (a) the Ministry, which is the immediate office of the Minister and the services of the Ministry; (b) the Board of Higher Education; (c) the various bureaus, including the Bureau of Elementary Education, the Bureau of Secondary Education, the Bureau of Higher Education, and the Bureau of Continuing Education; (d) the regional offices and field offices; (e) the National Scholarship Center and other agencies which may be established by law; and (f) the cultural agencies, namely the National Library, the National Historical Institute, the National Museum, and the Institute of National Language. These offices are organized, staffed, and function subject to approval by the President of the Philippines and upon recommendation by the Minister of Education, Culture, and Sports in consultation with the Presidential Commission on Reorganization. The Education Act of 1982 abolished the National Board of Education; its appropriations, personnel, records, and equipment were transferred to the office of the MECS (figure 2).

Figure 2. OFFICE OF THE MINISTRY OF EDUCATION, CULTURE, AND SPORTS



Legend: *Attached Agencies

NRDCTE – National Research and Development Centre for Teacher Education

The functions and powers of the ministry include:

- Formulating general educational objectives and policies and adopting long-range educational plans;
- Planning, developing, and implementing programs and projects in education and culture;
- Promulgating rules and regulations necessary for the administration, supervision, and regulation of the educational system in accordance with declared policy;
- Establishing general objectives for the school system;
- Coordinating the activities and functions of the school system and its various cultural agencies;
- Coordinating and working with agencies concerned with the educational and cultural development of the national cultural communities; and
- Recommending and studying proposed legislation.

The Board of Higher Education advises the Minister of Education, Culture, and Sports. The board is composed of a Deputy Minister of the MECS, who is designated as Chairman, and four members who are nominated by the Minister of Education, Culture, and Sports and appointed by the President of the Philippines for a term of 4 years. The act states that board members shall have distinguished themselves in the field of higher education and development either in the public or private sector. The Director of the Bureau of Higher Education participates in the deliberations of the board but cannot vote. The functions of the Board of Higher Education include:

- Making policy recommendations regarding the planning and management of the integrated system of higher education and the continuing evaluation thereof;
- Recommending to the Minister of Education, Culture, and Sports steps to improve the governance of the various components of the higher education system at national and regional levels; and
- Assisting the Minister of Education, Culture, and Sports in making recommendations relative to the generation of resources and their allocation for higher education.

The Bureau of Higher Education is charged with the following functions:

- Developing, formulating, and evaluating programs, projects, and educational standards for higher education;
- Providing staff assistance to the Board of Higher Education in its policy formulation and advisory functions;

- Providing technical assistance to encourage institutional development programs and projects;
- Compiling, analyzing, and evaluating data on higher education; and
- Performing other functions provided by law.

The Bureau of Secondary Education serves the following functions:

- Conducting studies and formulating, developing, and evaluating programs and educational standards for secondary education;
- Developing curricular designs, preparing instructional materials, and preparing and evaluating programs to upgrade the quality of teaching and nonteaching staff at the secondary schools; and
- Formulating guidelines to improve the physical plants, equipment, and general management of the secondary schools.

The Bureau of Elementary Education performs the following functions:

- Conducting studies and formulating, developing, and evaluating programs and educational standards for elementary education;
- Undertaking studies necessary for the prototype curricular designs, instructional materials, and teacher training programs for elementary education; and
- Formulating guidelines to improve physical plants, equipment, and general management of the elementary schools.

The Bureau of Technical and Vocational Education is responsible for the following:

- Collaborating with other agencies in the formulation of manpower plans;
- Conducting studies; formulating, developing, and evaluating post-secondary vocational and technical programs; and recommending educational standards for these programs; and
- Developing curricular designs and preparing instructional materials, preparing and evaluating programs to upgrade the quality of teaching and nonteaching staff, and formulating guidelines to improve the physical plants and equipment of post-secondary vocational and technical schools.

The Bureau of Continuing Education implements the nonformal educational programs of MECS and provides learning programs and activities that shall:

- Serve as a means of meeting the learning needs of individuals who are unable to avail themselves of the services and programs of formal education;

- Provide opportunities for the acquisition of skills necessary to enhance and ensure continuing employability, efficiency, productivity, and competitiveness in the labor market; and
- Serve as a means of expanding access to educational opportunities to citizens of varied interests, demographic characteristics, and socioeconomic status.

The Bureau of Sports Development performs the following functions:

- Plans and implements an integrated national program of physical fitness and amateur sports development for all citizens;
- Plans and conducts amateur open sports competitions at various levels and provides guidelines for their implementation;
- Establishes and develops additional sports facilities in strategic places throughout the country and sports facilities that are adequate for major international sports competition; and
- Establishes and maintains contacts and coordinates with the national sports associations through the Philippine Olympic Committee and other agencies of the government and private organizations.

The Philippines is divided into 13 regions, based on geographic considerations, under the Ministry of Education, Culture, and Sports. Each region is composed of provincial and city divisions, and each division is headed by a superintendent. The city of Manila belongs to the National Capital Region. Each region under the MECS is headed by a regional director whose office, which is located within the region, performs the following functions:

- Formulates the regional plan of education based on the MECS national plan and the needs and special traditions of the region;
- Implements educational laws, policies, plans, programs, rules, and regulations of the ministry or agency in the regional area;
- Provides economical, efficient, and effective educational services to the people in the area; and
- Performs other functions provided for by law or assigned by the minister.²⁶

²⁶Ministry of Education, Culture, and Sports. "Rules and Regulations for the Implementation of Batas Pambansa Blg. 232" (The Education Act of 1982). Journal Supplement, September 1983.

The Hierarchy of Formal Education. In the Philippines, formal education, or the school system, is the main instrument for attaining the country's educational goals and objectives. The learning experience in formal education is structured and graded. Progress from a lower to a higher grade or level requires certification that the student has completed satisfactorily the prescribed standards of educational performance.

The structure of formal education consists of the following three levels:

- The first level, elementary education, provides basic education, traditionally six or seven grades. Generally, elementary education is categorized into two levels: the primary level which covers the first to the fourth grades and the intermediate level which includes the fifth to the sixth or seventh grades. Preschool education is an adjunct to elementary education. It normally consists of nursery and kindergarten schooling. Elementary education, therefore, includes all of the primary and intermediate grades.
- The second level, secondary education (high school), is a continuation of the basic education provided at the first level, and it is expanded to include learning and training in basic employable skills. It also strengthens the students' academic proficiency. This covers a 4-year period (first to fourth year) of formal schooling.
- The third level, tertiary education (higher education), provides prescribed courses of studies credited towards degrees in academic disciplines or professions. Admission to the degree courses, which take a minimum of 4 years to complete, requires that the student pass the National College Entrance Examination (NCEE) after the student has completed satisfactorily secondary education at any public high school or a duly recognized private high school. The NCEE is prepared and administered by the National Education Testing Center (NETC) which is under the Ministry of Education, Culture, and Sports.

Nonformal Education and Other Services. In response to the needs of special groups and because not all who enter the formal education system stay and complete their schooling, the state provides, through the MECS, special educational services which include:

- Nonformal education which is any organized school-based educational activity undertaken by the MECS or other agencies. Such educational activities are distinct from and outside of the regular offerings of the formal education system. This service is aimed at attaining specific learning objectives for a particular clientele, especially the illiterates, adults, and out-of-school youths.
- Technical-vocational education which is any nondegree program at the post-secondary education level that leads to proficiency in skills. These 1-, 2-, and 3-year certificate courses prepare students for particular occupations or middle-level occupations.

- Work education or practical arts which provide basic education to develop proper attitudes toward work.
- Special education which develops the capabilities of individuals who have physical, mental, emotional, social, or cultural disabilities. It is a modified education program in terms of school practices and services.

FINANCE

Many state legislatures continue to examine public policy issues related to equitable and efficient financing of public elementary and secondary schools. In recent years, financing of public schools has been a priority for many state policymakers. Some states have passed fundamental school financing reforms that have changed financing methods and related property taxes. The courts continue to apply pressure on states to develop fair and constitutionally permissible financing systems for education.

Financing Educational Institutions in Omaha

Public elementary and secondary schools are supported primarily by local property taxes. In recent years, local sources have provided 47.2 percent and the federal government has provided 8.7 percent of the funds to support schools. In 1977, revenue receipts in Nebraska totaled about 75.7 percent from local sources, 17.3 percent from the state government, and 6.9 percent from the federal government.²⁷

Operating expenditures per pupil average \$1,917/year throughout the United States. This amount varies considerably among states, ranging from \$1,331 to \$3,784. Expenditures per pupil also vary considerably within states because of differences between high- and low-spending districts.

As the purchasing power of the dollar eroded and the effects of inflation became increasingly crucial to public education, the demand for services in the school systems continued. Hence, with the expansion of mandatory services in many areas, the continuing decline in enrollments, the rising overall costs of operation, and the increasing reluctance of the public to accept greater tax burdens, school financing remains a major concern in the management of public schools throughout Nebraska.

Interdistrict comparisons, based on a nationwide format for budget categories, related to per-pupil expenditures can be made. It is important to qualify per-pupil expenditures to ensure that similar accounts are being compared. In Nebraska, the state prescribed formula includes a replacement cost depreciation factor. Based on average daily membership and total operating costs, the Omaha Public Schools (OPS) overall cost per pupil in 1983-84 was \$2,835.32. This amount did not include capital outlay, site and building expenditures, interest, and other miscellaneous costs. This figure indicates that Omaha spends less per pupil than many large urban and suburban districts in the region. Apparently, a primary reason for this situation is the limited source of revenue--the system relies heavily upon property taxes.²⁸

In 1983-84, 65 percent of the general fund budget for OPS was derived from local sources, while 34.2 percent was obtained from state sources. In the

²⁷National Education Association. Estimates of School Statistics, 1978-79.

²⁸Board of Education. The Statistical Report of the School District of Omaha for the School Year 1983-84. Omaha, Nebraska.

same year, the property tax rate in Omaha for all purposes was established at 2.74321 cents per \$100 of actual value. Of this amount, 51.1 percent was required to accommodate the general operating budget for the school district. In 1983-84, 73.6 percent of the general fund budget was spent for instructional programs and services, 3.2 percent was used for general administration, and 23.2 percent was expended for other instructional support services.²⁹

The Millard school district's budget for 1984-85 was \$31,669,419, and the property tax for the same period was \$1.78 per \$100 of actual value. The average cost of educating a student in Millard in 1984-85 was \$2,246.

At Westside Community Schools (District 66), the property tax of \$1.66/\$100 actual value is broken down as follows: operational fund \$1.51, bond and interest \$0.08, and building fund \$0.07. Salaries for teachers and related personnel costs account for 78 percent of the budget. Funds for schools in District 66 are provided by local sources (80.1 percent), state sources (19.6 percent), and federal sources (0.3 percent). The operating budget amounts to about \$20.2 million.

Financing Higher Education in the United States

In recent years, public institutions of higher education have continued to hold their own, but concern about the future of private institutions has increased. Federal and state officials have discussed the viability of private sector education. Increased aid to middle-income students, through the Middle Income Student Assistance Act of 1978, and the half-cost provision in the Basic Education Opportunity Grant Program have helped needy students in private institutions more than students in public institutions. Officials are particularly concerned about identifying institutions in trouble, aiding those which can and should be saved, and providing for the orderly closing of institutions that cannot or should not continue to operate.

State governments are making a greater effort than the federal government to meet the needs of private institutions. States with only a few or no private nonprofit institutions do not provide any aid to private institutions. Some states award direct aid grants to some or all in-state private institutions, others provide tuition aid or tuition equalization grants to students in private institutions, while most provide grants or loans to students at public and private institutions. States also make funds available to private institutions through contracts for services; special scholarship programs in medicine, dentistry, and veterinary medicine; special programs for disadvantaged minorities; and a variety of programs that range from special professorships to shared library programs and the use of state purchasing offices.

In 1976, the legislature created the Nebraska Coordinating Commission for Post-secondary Education to coordinate activities for higher education and to collect and analyze data on higher education. The commission is the only agency in the state that collects and analyzes financial and enrollment data

²⁹Op. cit.

for public and private colleges. It is an impartial body which investigates duplication of programs among the state's post-secondary institutions.

A recent survey conducted by the American Association of University Professors, reported that faculty salaries in colleges and universities increased by 6.6 percent during the 1985 academic year, and the average faculty salary was \$30,960 per year. The 6.6 percent increase was the average for all faculty members at all types of institutions.³⁰

Based on the reports of 2,059 institutions and adjusted to a standard 9-month basis, the average salaries by rank were as follows:

• Full Professor	\$39,870
• Associate Professor	29,910
• Assistant Professor	24,610
• Instructor	19,150
• Lecturer	22,020

Despite these increases, the purchasing power of faculty salaries is still below what it was about 15 years ago. Prospects for the future look brighter and the growing concern about the quality of higher education has focused attention on the need to raise faculty salaries. In many institutions, faculty members who have served the institution for a minimum of 2 years are promoted for their service and performance.³¹

Recent developments seem to indicate that federal funding of higher education is diminishing. Because of the Reagan Administration's educational policies, the economic effects of federal budget deficits, the national debt, and planned new weapon systems, more funding of higher education is likely to be shifted to the states. The money for higher education would not exist even if the policies did. While federal support for research and student assistance may continue for at least the next 30 years, new initiatives and new money for colleges and universities will come from the states instead of from Washington.³²

Financing Educational Institutions in Manila

The Constitution and state policy authorize the national government to contribute to the financial support of educational programs and the Ministry of Education, Culture, and Sports to formulate measures to broaden access to education through financial assistance and other incentives to schools, teachers, and students. The ministry is also charged with the task of formulating measures to encourage and stimulate private assistance and support to education by the government, through fiscal and other measures, and to

³⁰"Faculty Salaries Are Up 6.6 Percent." The Chronicle of Higher Education, Vol. XXX, No. 5, April 3, 1985.

³¹Op. cit.

³²"Federal Era Has Ended for Colleges; Initiative Has Shifted to States." The Chronicle of Higher Education, Vol. XXX, No. 5, April 3, 1985.

formulate and implement measures to assist private and public educational programs.

Government operated schools, such as the public elementary schools, national secondary schools, vocational and technical schools, other special schools, and chartered and nonchartered tertiary educational institutions, are funded primarily from national funds. Local governments, are encouraged to assume the operation of non-national public schools, while the national government provides funds and adequate sources of revenue.

A one-percent real property tax for education, mandated by Republic Act 5447 as amended, is shared by provincial, city, and municipal governments and is considered local funding. These funds are governed by rules and regulations promulgated by the Ministry of the Budget, Republic Acts, Presidential Decrees, and Local Government Codes.

Funds are appropriated in the annual budgets of provinces, cities, municipalities, and barangays (a basic governmental unit in the nation's political structure) for the operation and maintenance of public secondary schools, including barangay high schools. Such appropriations are augmented by funds or financial aid from the national government.

Public secondary schools and post-secondary schools at the local and national level are allowed to charge tuition and other fees, as authorized by law, to improve their facilities. In the city of Manila, however, public elementary and secondary schools enjoy the full support of the city and the national government. The Pamantasan ng Lungsod ng Maynila (University of the City of Manila) charges minimal fees because most students are admitted on scholarship programs. The university has highly selective admission policies and guidelines.

Government educational institutions are allowed to receive grants, legacies, and donations for purposes specified by existing laws. The management and use of such income is subject to government accounting and auditing rules and regulations. School income generated from production activities and authorized auxiliary enterprises may be retained and used by the schools. The use of these funds is subject to the rules and regulations issued by the MECS, the Ministry of the Budget, and the Commission on Audit and must conform with pertinent appropriation and budgetary laws.³³

Private schools in Manila and throughout the Philippines are funded from capital investments, equity contributions, tuition fees and other school charges, grants, loans, subsidies, investment income, and other income sources in accordance with government legislation. The national, regional, provincial, city, and municipal governments may also aid school programs with loans, grants, and scholarships to recognize the complementary role of private schools in the educational system.

³³Ministry of Education, Culture, and Sports. Rules and Regulations for the Implementation of Batas Pambansa Bilang 232. Manila: September 1983.

Each private school establishes its annual tuition rate and other school fees. Because of rising costs, increases in tuition and fees are allowed, but they cannot exceed five percent over the rates charged in the preceding year. The increased fees must be used for authorized purposes in operating the school. Increases of up to five percent for more than 2 consecutive years and increases of more than five percent in any year are subject to prior approval of the MECS.

Schools are also authorized to engage in auxiliary enterprises to generate additional income to finance operations and to reduce the need for frequent increases in tuition and other fees. Any duly recognized school is also authorized to receive grants, legacies, donations, gifts, or bequests from any individual, institution, corporation, foundation, trust, philanthropic organization, or research organization as authorized by law.

It is a policy of the state to encourage the community to participate in the development of the educational sector. The proceeds of the real property tax, based on an assessment rate of 15 percent of the market value of the school property, are collected by municipal and city governments. The money is placed in a special private education fund and is used to finance specific educational projects at taxpaying institutions, such as scholarships, improvements of facilities and equipment, acquisition of books and periodicals, and community extension services.

GOVERNANCE

In 1979, the Department of Education Authorization Act established education as the thirteenth cabinet department of the United States. The legislation recognizes and reinforces the primary role of states in education and provides for an assistant secretary for post-secondary education.

American Educational Institutions

In the United States, the primary responsibility for education is delegated to the states and local school systems. The purpose of the department is "to supplement and complement the efforts of the states, the local school systems and other instrumentalities of the states, the private sector, public and private educational institutions, community-based organizations, parents, and students to improve the quality of education."³⁴

The House of Representatives version of reauthorization of the Higher Education Act of 1965, the key legislation for post-secondary education in 1980, provides for more effective coordination of state planning activities currently administered by various agencies and greater flexibility for states in administering programs through individualized state agreements. The legislation specifically prohibits the federal government from mandating state structures in post-secondary education.

Congress is charged with the responsibility for passing national legislation on education. The President and Congress respond to national problems in education. Thus, even in the absence of pressure from the public, lobbyists, special interest groups, school administrators, teachers, and parents, Congress mandates legislation on a variety of issues related to education in the United States.

State Administration. State administrators are responsible for monitoring and enforcing state and federal legislation. State legislators enact specific legislation on education in response to the needs of their constituents. The state boards of education establish policies and regulations, in consonance with the state legislatures, for the state departments of education. This is the procedure used in Nebraska.

The Board of Trustees at each state college (Chadron, Kearney, Peru, and Wayne) has control of these state colleges. Six members of the board are appointed by the Governor for terms of 6 years, and the State Commissioner of Education is an ex officio member. A nonvoting student member from each state college is appointed by the Governor and serves a 1-year term that begins on May 1.

Governance of Higher Education in Omaha. The University of Nebraska is governed by an eight-member Board of Regents; one regent is elected from each district. The presidents of the student bodies of the university's three

³⁴Council of State Governments. The Book of the States, 23:370. Lexington, Kentucky.

campuses---UNL, UNO, and UNMC---sit as nonvoting members of the Board of Regents for a 1-year term, by virtue of a constitutional ammendment.

Each campus of the University of Nebraska is administered by a Chancellor and Vice-Chancellors. Deans are charged with managing programs in their respective colleges. Directors manage offices and activities which provide support to administrators and the colleges.

At Creighton University, the present 29-member Board of Directors is composed of 19 laymen and 10 Jesuits (some are assigned directly to Creighton University and others are assigned to other Jesuit universities). The president, the vice-presidents, and the associate vice-presidents administer the university. The colleges within the university are headed by deans, and support offices and services are headed by directors.

The Metropolitan Technical Community College (Metro Tech) is governed by an 11-member Board of Governors. Two members are elected from each of five districts and one is an at-large member. The college is headed by a President, a Vice-President of Educational Services, a Vice-President of Student and College Support Services, a Vice-President of Finance and Administrative Services, an Assistant to the President, and a Campus Services Manager for each campus. The various offices providing educational services, student and college support services, and instructional resources are assigned deans, division heads, coordinators, directors, and specialists.

Metro Tech has about 21 committees composed of experts from the community who serve as advisors in various fields, including agriculture, automotives, banking and finance, arts, electronics, computers, nursing, dental and ophthalmic technology, respiratory therapy, secretarial science, and transportation.

Because the availability of federal funds for special programs in higher education is decreasing, state funding for higher education must increase. In most states, the governor has become the most important person in higher education. It is expected that leadership in higher education will strike a balance between campus and state decisionmakers, thus improving the quality of education. It is further hoped that academic leaders will assume a role in helping governors build an educational ideology and an educational agenda that is in the best interest of students.

Private Catholic Education. Most private elementary and high schools in Omaha operate under the direction of a school board. Their administration does not vary from the traditional hierarchy, although the composition and the number of board members may vary.

Catholic schools within the city are managed by the Department of Education for Catholic Schools which is headed by the Archbishop. Like all other governing boards, the Archdiocesan Board of Education is responsible for formulating policies, and the Director of Education is responsible for implementing policies.

The Superintendent of Schools is charged with organizing and managing the department in coordination with the Director of Education, department heads, service agency heads, and personnel from the schools. The superintendent is

also responsible for providing site visits, audits (upon request), assistance with long-range planning, verification of certification, an adequate cadre of teachers, liaison for public relations activities, government funds for programs and organizations. The superintendent also supervises research and evaluation activities for principals, teachers, and students and acts as a consultant to the Board of Education on curriculum matters.

Public Elementary and High Schools in Omaha. The governance and management of public elementary and high schools in Omaha do not vary significantly among the three districts (OPS, Millard, and District 66) because each must comply with state laws. The Board of Education was mandated by the state legislature in 1872. Policies, rules, and regulations of school districts change with economic and social demands, increases or decreases in enrollment, and other circumstances.

In the public school system, the Board of Education adopts policies that establish tenure for teachers; retirement and salaries for personnel; and guidelines for students. The boards of education in the three districts have organized standing committees to help them meet the educational needs of the students and the community. These committees initiate policies concerning the relationships among teachers, administrators, and the Board of Education; the creation of administrative positions; and the procedures for conducting conferences and for negotiating with professional organizations.

The policies, rules, and regulations formulated by the Board of Education are written and published as a set of integrated directions and distributed to organizations, groups, and interested individuals, for example, teachers, students, parents, and citizens of the community. These published documents keep individuals informed of the actions of the Board of Education, the Superintendent, and other members of the school system. These policy statements facilitate an orderly review of the practices of the board, they expedite decisionmaking by board members, they provide a comprehensive orientation for new board members, they reduce the ability of special interest groups to pressure school officials, and they enable school administrators to interpret their work in relation to all of the activities of the school system.

Apparently, the foresight and efforts of the Board of Education, the Superintendent, and school administrators in maintaining and implementing policies have, in no small measure, contributed to the continuity, stability, and consistency of board actions throughout the years.

Philippine Educational Institutions

Educational institutions are governed quite differently in the Philippines than in the United States. The Constitution of the Philippines entrusts the supervision and regulation of all educational institutions to the state. Hence, the Ministry of Education, Culture, and Sports (MECS) is part of the Philippine President's cabinet and is vested with the authority and the responsibility for administering the educational system. The Education Act of

1982, provides that supervision and regulation shall be provided without prejudice to the charter of any state college or university.³⁵

MECS is authorized to formulate general objectives and policies for education; to promulgate the rules and regulations necessary for the proper and effective administration, supervision, and regulation of the educational system and educational institutions, in accordance with declared policies; to coordinate functions and activities of cultural agencies under the ministry; and to work with other agencies concerned with the educational and cultural development of the nation. The MECS also proposes and recommends enactment of legislation by the Batasang Pambansa (National Assembly). The heads of various bureaus and regional offices of MECS maintain contact continuously to ensure the effective operation and implementation of the goals and objectives of the Education Act.

Internal Organization of Schools. Each school establishes and maintains an internal organization to administer operations and direct educational programs. The primary purpose of each school's administrators is to formulate and implement policies that help meet the objectives and goals of the program. An organized body of persons, which may vary depending on the ownership, jurisdictional status, classification of educational programs, and other factors, is responsible for formulating school policies. The implementation of these policies is delegated to school officers or bodies, depending on the complexity of the school's operations and educational programs. Basically and functionally these policies are subdivided as follows:

- Academic--directly bear on teaching or instructional activity, the primary responsibility of all schools.
- Research and extension or public service--equally critical and additional areas of responsibility for colleges and universities. This area includes other support and supervisory services that relate to accounting, registration, library services, guidance counseling, and similar functions and responsibilities.
- Administrative--support all other nonacademic functions and responsibilities of the school.³⁶

Pursuant to the Education Act of 1982, every chartered government college and university has a governing board. Personnel practices are governed by civil service budgetary and compensation laws and rules.

Every private school has a governing board, in accordance with the Corporation Code of the Philippines. An incorporation-exempt private school,

³⁵Ministry of Education, Culture, and Sports. "Rules and Regulations for the Implementation of Batas Pambansa Blg. 232, The Education Act of 1982." Journal Supplement. Manila:September 1983.

³⁶Op. Cit.

subject to prior approval by the minister, has a policymaking body. Personnel practices are governed by the pertinent provisions of the school policies, rules, and standards. Disputes arising from employer-employee relations fall under the jurisdiction of the Ministry of Labor and Employment (MOLE). The MOLE applies standards, which are promulgated jointly with the MECS, to resolve disputes involving teaching and nonteaching academic personnel.

Local Private School Boards. The Education Act of 1982, also provides for the establishment and maintenance, in every municipality or city with private schools, of a local school board, with the Mayor or his or her representative serving as chairperson. No more than two representatives can be institutional taxpayers. If there are no more than two schools, one representative must come from each school, and no more than two residents of the municipality or city who are alumnae of schools may serve as members. In municipalities and cities with more than 15 institutional taxpayers and enrollments of more than 5,000 students, the membership of the school board, in addition to the mayor or the mayor's representative, will increase to 14.

The board of each private school is charged with managing and disbursing the Special Private Education Fund in accordance with a budget prepared and approved by the board. These funds are allocated to finance annual programs and projects of the institutional taxpayers. The receipts to and disbursements from the Special Private Education Fund are subject to periodic audits by authorized representatives of the Commission on Audit (COA).

Individual private schools or educational institutions are established in accordance with law, authorized by the ministry, and administered by private groups or individuals. Hence, governance is provided by a stock corporation or a nonstock corporation which is classified as an educational foundation, a sole corporation, or a religious society.

Elementary and Secondary Schools in Manila. In the city of Manila, the Superintendent of the Division of City Schools, Manila, is responsible for administering and supervising the public elementary and secondary schools. The superintendent is assisted by two assistant superintendents for elementary schools, two assistant superintendents for secondary schools, and one assistant superintendent for private schools.

Support is provided by the Division of Administrative Services, under an administrative officer, and Promotional Services, which includes curriculum research and services for a variety of subject areas each headed by a chief. Supervisors, principals, teachers, and other personnel in the elementary and secondary schools are responsible to the superintendent through their respective assistant superintendents.

Higher Education in Manila. Private colleges and universities in the city are supervised and regulated by the Regional Director of the National Capital Region, the implementing office of the MECS at the regional level. Policies and standards are set by the Bureau of Higher Education.

State colleges and universities are responsible directly to the Ministry of Education, Culture, and Sports. These institutions were established by law and operate under charters. The only municipal university in the area is the Pamantasan ng Lungsod ng Maynila (University of the City of Manila).

According to its charter, the Board of Regents administers the university and exercises its corporate powers. Some power is delegated to the President by the board. The Board of Regents consists of the President and five members, all of whom are appointed by the Mayor of Manila with the consent of the Municipal Board. One member comes from the faculty; one member is an alumnus of the university, when an alumnus is available; and one member must be a recognized educator or authority in the field of education. The Superintendent of Schools for the city of Manila is an ex officio member of the Board of Regents. The chairperson is elected by the board members.³⁷

The President manages and supervises all academic matters. The Code of the University provides for three vice-presidents who are appointed by the Board of Regents upon the recommendation of the President. These are the Vice-President for Academic Affairs, the Vice-President for Administration, and the Vice-President for Research, who assists the President in managing the University. At present, only two vice-presidents--the Vice-President for Academic Affairs and the Vice-President for Administration--are functioning.

The governing bodies in most colleges and universities in Manila are organized similarly in private and public institutions. Position titles may differ, especially with Catholic and other sectarian schools, but the administrative functions and responsibilities are very similar.

³⁷The Code of the Pamantasan ng Lungsod ng Maynila.

OPERATION, INSTITUTIONAL ACCREDITATION, AND TEACHER CERTIFICATION

In Nebraska, individuals, groups, or organizations are required to follow specific procedures to operate a new school system, to add grades to a previously approved school system, or to reinstate a nonapproved school system. The procedures are as follows:

- Person(s) representing the applicant school system shall make application on forms supplied to the applicant by the state Department of Education.
- The applicant school system shall submit a preliminary compliance report.
- If it is determined through visitation and/or reporting that the applicant school system can comply with provisions of Chapter 14, a recommendation will be made to the state Board of Education that the applicant school system be granted temporary approval.
- Upon favorable action by the state Board of Education, the applicant school system shall be granted temporary approval to operate for a period of 6 weeks, commencing with the first day of school.
- The school system shall be visited by representatives of the state Department of Education or its designee during the 6-week period of temporary approval to determine the school system's compliance with the provisions of Chapter 14.
- If it is found that the school system is in compliance with the provisions of Chapter 14 within the 6-week period of temporary approval, a recommendation will be taken to the state Board of Education that the school system be approved for the remainder of the school year.
- If it is found that a school system has failed to comply with the provisions of Chapter 14 within the 6-week period of temporary approval, the head administrator shall be notified that the school system is no longer approved for legal operation during the current school year.

In order for the school system to be approved by the state Board of Education to operate continuously and legally, the head administrator or head teacher of each school system shall submit personnel and curriculum reports to the state Department of Education annually ³⁸

Regulation of Teachers. Teacher education in the United States is regulated in two ways, accreditation of preparation and certification of

³⁸Nebraska Department of Education. Rule 14, Title 92, Chapter 14, Nebraska Administrative Code. Lincoln, Nebraska, 1985.

educators. Presently, massive changes are reshaping both areas of teacher education all over the country.

The following quotation, from a report published by the National Center for Education Information (NCEI), provides insight about certification of teachers in the United States.

The certification of classroom teachers in the U.S. is a mess. Each state makes its own rules concerning who can be certified and what they can be certified to teach. The numbers of different types of certificates and what is required to get one within a state, much less nationwide, are staggering

Requirements for certification from state to state don't make sense. A person certified to teach U.S. government in one state would not be certified to teach American history in that state, but that same teacher could not only teach American history in another state but also political science. A person could meet all the requirements for a license to teach every elementary grade in one state and only certain grades in another state. Some states give broad certificates that allow a person to teach several different grades and subjects. Other states give certificates that are very specific concerning which grades and what subjects one can teach. And, as a matter of fact, most states permit people to teach who don't meet all requirements anyway by giving them emergency credentials.³⁹

Currently, the National Council for Accreditation of Teacher Education (NCATE) is considering new approaches to national accreditation that should promote more rigor and more effective processes in teacher education programs. Within the past 5 years, every state in the nation has established a study group to propose changes or has initiated new standards for teacher education.

Certification requirements for teachers are also changing. Certificates are less likely to be lifetime licenses, to be related more specifically to particular academic fields, and to be more rigorous academically. A counter trend, which could hinder progress, is the increase in the number of temporary or emergency certificates issued each year to unqualified persons who fill positions as teachers.

Graduation from an approved program is an eligibility requirement to get a teaching certificate in 48 states and the District of Columbia. An approved program at a college or university is a program that is approved by the state. The state Department of Education must approve the teacher education programs of institutions of higher education if graduates are to meet the first eligibility requirement for state certification. States have tremendous control over colleges and universities that offer teacher education programs.

³⁹C. Emily Fesstritzer. The Making of a Teacher: A Report on Teacher Education and Certification. National Center for Education Information. Washington, DC, 1984, p. 36.

Alternative programs are offered in some states. While a baccalaureate degree is required by all states, but the credit hours required in general studies, professional education courses, and clinical experience vary among states.

The validation periods for teaching certificates also vary among states. Certificates are issued for periods ranging from 1 year to life. The requirements for renewal of teaching certificates and the period of time for which they are valid also vary among states.

In most states, limited or emergency credentials are issued to individuals who do not meet the criteria for bonafide teaching certificates. The NCEI survey indicated a wide range in the number of individuals who teach without full certification. Most of the states reporting a large number of noncertified teachers have surging enrollments or large urban areas with disciplinary problems among students and individuals are not anxious to teach.⁴⁰ According to the survey, in 1983-84, 728 or 4.3 percent of the 16,785 teachers in Nebraska were teaching on emergency credentials.

By 1984, some states required that individuals pass some type of paper-pencil test before they received teacher certification. Projections reveal that more states will be using tests for certification; some states may use proficiency tests on teaching skills rather than paper-pencil tests. Nebraska is one of several states currently planning to introduce an on-the-job, post-college internship as a requirement for teacher certification.

Certification. The Nebraska Board of Education has statutory authority to establish and adopt appropriate rules, regulations, and procedures on certifications with the counsel of the Commissioner and advisory committees as necessary.

All certificates to teach, supervise, counsel, and administer in all public, private, and state-operated schools in Nebraska are issued by the Commissioner. Three types of certificates are issued: (1) the Administrative and Supervisory Certificate, valid for administration, supervision, and teaching; (2) the Teaching Certificate, valid for teaching only; and (3) the Special Services Certificate, valid only for performing specialized services (e.g., school nurse, school psychologist, or attendance officer). All certificates indicate the grade level(s), subject(s), subject field(s), service area(s), and area(s) of administration and supervision. The type, rank, and term of certificates issued are as follows:

- Administrative and Supervisory Certificate:

- Professional, 10 years
- Standard, 7 years
- Provisional, 1-3 years
- Emergency, 1 year

⁴⁰Op. cit., NCEI survey.

- Teaching Certificate:

- Professional, 10 years
 - Standard, 7 years
 - Pre-standard, 5 years
 - Provisional, 1-3 years
 - Substitute, 5 years
 - Emergency, 1 year

- Special Services Certificate:

- Professional, 10 years
 - Standard, 7 years
 - Pre-standard, 5 years
 - Provisional, 1-3 years

Professional, Standard, and Pre-Standard Certificates are referred to as regular certificates. They require a minimum of a baccalaureate degree and are issued without conditional status. Individuals holding Professional Certificates issued prior to July 11, 1977, are entitled to a continuous term, that is, the certificate is valid for life unless the individual does not work in the field for 10 consecutive years. All certificates are issued for a term which expires on August 31 of the last year for which the certificate is valid, except Emergency Certificates.

The use of a Substitute Certificate based on less than a baccalaureate degree, or a Provisional or Emergency Certificate, other than as endorsed, is unlawful and the employing school loses the full privileges of state apportionment and the continued claim for approval and accreditation.

Securing a certificate requires the recommendation of a duly designated officer of a standard institution of higher education. The officer must attest that the applicant has satisfactorily completed the appropriate approved program and that the applicant is approved and endorsed by the institution to teach, supervise, or administer specified level(s), subject(s), subject field(s), service area(s), or area(s) of administration and supervision.

The Professional Administrative and Supervisory Certificate is valid for teaching, supervising, and administering in all Nebraska school districts and schools. The certificate must be endorsed to be valid for the position of Superintendent of Schools.⁴¹

⁴¹Nebraska Department of Education. Regulations for the Issuance of Certificates and Permits to Teach, Counsel, Supervise, and Administer on Nebraska Schools. Rule 21, Title 92, Nebraska Administrative Code, Chapter 21.

Laws Governing Schools in the Philippines

According to the rules and regulations of the MECS for implementing the Education Act of 1982, no new public school shall be established except by law or pursuant to law. The establishment of a new private school, including a branch school or extension class, is subject to prior approval by the minister. According to law, private schools established since September 11, 1982, must incorporate as nonstock educational corporations, pursuant to the provisions of the Corporation Code of the Philippines. The minister may waive the requirement of incorporation for family administered schools which offer pre-elementary educational programs or courses.

New national schools may be established, elementary schools may be converted to national secondary schools, and secondary schools may be converted to national secondary schools only by law. A branch school, or a new program or course of study may be established at public tertiary institutions only by law or by approval of the President of the Philippines upon recommendation by the Executive Committee.

Establishment and Recognition of Schools. The establishment of a school or educational institution, its creation, founding, or organization, does not authorize the institution to confer titles or degrees or to award certificates or diplomas to students. The school or institution must have recognition, authorization granted or issued by the government for the school to conduct educational programs and operations. Only in the establishment of public schools may establishment and recognition be simultaneous, generally, establishment precedes recognition.

Recognition of an educational institution may be by statute or by the minister. The educational programs and operations of government-operated schools, whether local, regional, or national, are recognized when the schools are established. Recognition applies only to the educational programs and operations provided for and authorized in the statute. Programs or operations not provided for or authorized in the statute establishing government-operated tertiary institutions are subject to authorization by approval of the President of the Philippines upon recommendation of the Executive Committee.

The minister grants recognition to all educational programs or courses of study that are not affected by statutes. The process of recognition consists of two phases, the permit phase and the recognition phase. The permit phase allows temporary authorization, while the recognition phase grants permanent authorization unless it is withdrawn or revoked.

The permit phase requires that the school apply to conduct specified educational programs or courses of study. Applications are filed with the regional office of the ministry no later than 1 year prior to the semester when the new educational programs, operations, or courses are to begin. The regional office acts for the Office of the Minister on all applications, except those from tertiary institutions which are transmitted to the Office of the Minister with the recommendation of the regional office. The application includes information about the institution, such as courses of study and supporting information about faculty resources, facilities, funding systems, and justification for the application. Inspections are conducted by the ministry to verify information on the application. The minister acts on each

application within 6 months of filing, and permits are issued or denied at least 30 days before the start of each school year.

The temporary authorization granted to operate an educational program or course of study during the permit phase is extended to grant continuing authorization. Each school or institution must apply for recognition, which authorizes continuing operation of educational programs or courses of study. This government authorization of programs and courses is the authority and the basis for the graduation of students.

The certificate of recognition is valid until it is revoked or withdrawn by the minister. The certificate may be revoked or withdrawn only after reinspection and re-evaluation to determine the school's performance in providing efficient, quality, and relevant educational services and to verify the demand for the school's graduates by examining their employment and performance. If a recognized private school program or a course of study is accredited by a ministry-approved, private, voluntary accrediting association, the school is exempt from the requirements of reinspection and re-evaluation. Government accreditation of programs or courses of study is valid until the minister revokes or withdraws it for cause after an investigation, voluntary accreditation is not renewed, or it is withdrawn for noncompliance with prescribed standards of the association.

A certificate of recognition issued by the minister may be revoked, withdrawn, or cancelled, if the circumstances warrant or reverted to permit status for a limited period to be determined by the minister without prejudice in instituting appropriate actions and imposing appropriate sanctions against responsible school personnel. These actions may be taken for a variety of reasons, including mismanagement or gross inefficiency, fraud or deceit, and unauthorized operation of a new school.⁴²

Accreditation. In an attempt to obtain quality in educational programs or courses of study, the minister encourages the organization and operation of voluntary accreditation systems. Voluntary accreditation means that an organized body of experts or authorities attest to the quality and certify that the standards of the educational programs and operations at a tertiary institution exceed the minimum standards for recognition. The accrediting bodies are professional organizations with accreditation standards registered with or officially recognized by the minister. Accreditation is voluntary in the sense that the tertiary institution files an application to obtain the benefits of accreditation.

In the Philippines, a number of accrediting associations function with the official recognition of the MECS. Among them are the Philippine Association of Colleges and Universities; the Philippine Accrediting Association for Schools, Colleges, and Universities (PAASCU), and the Association of Christian Schools and Colleges (ACSC). Many colleges and universities in Manila have their courses of study and programs accredited and many are being evaluated for full accreditation of their courses and programs.

⁴²Ministry of Education, Culture, and Sports. Rules and Regulations for the Implementation of Batas Pambansa Blg. 232. Manila, September 1983.

Deregulation. A consequence of accreditation is deregulation. In such cases, the minister can impose a range of exemptions from the administrative and operational requirements imposed on private tertiary institutions operating accredited courses of study. Deregulated tertiary educational institutions enjoy the benefits of accreditation, including:

- Priority funding assistance from the government and other sectors for scholarships and other developmental programs and activities;
- Institutional autonomy for the academic aspects and general administration of educational programs or courses of study;
- Authorization by the minister and eligibility to operate summer classes on government-recognized and accredited programs or courses of study;
- Exemption from compliance with administrative and operational requirements of the minister, such as prior issuance of a special order to graduate students, approval of class and teacher programs, submission of enrollment lists, and reports of promotion of students each semester; and
- Limited visitation, inspection, and supervision by supervisory personnel or representatives of the minister.

Teacher Qualifications. Anyone who wants a teaching career in Manila or the Philippines must earn a degree in teacher education. Teachers in the elementary grades, in public and private schools, must have earned at least a bachelor's degree in elementary education. High school teachers are expected to have earned a bachelor's degree in education with specialization (a major and a minor) in subjects taught in high school. Both degrees must be earned from recognized institutions offering teacher education courses approved by the MECS.

In the event that teacher education graduates are not available for certain subjects, such as chemistry, mathematics, physics, English, or vocational courses, an individual with a bachelor's degree in a particular field may be hired to teach that course if they earn at least 18 units in teacher education subjects.

Public schools require teaching eligibility acquired by passing the Teacher's Board Examination which is administered annually by the Civil Service Commission. This may also qualify a teacher for tenure, permanent appointment, or promotion. Teachers are encouraged to upgrade their qualifications by enrolling in graduate programs for masters or doctoral degrees; they may be entitled to scholarships or sabbatical leaves for a given period.

Currently, not all private schools require civil service eligibility for teachers. They have various policies and regulations for selecting and employing teachers. Generally, teachers in private schools are employed on a contract basis for at least 1 year. Contracts may be renewed at the beginning of each school year if both the school and the teacher agree to renew the contract.

Teaching in colleges or professional degree programs at the higher level of education requires at least a masters degree in a particular area of specialization. Those who teach courses in graduate programs should possess a doctoral degree.

SERVICES AND STATUS

Educators are constantly searching for excellence. During the past decade, reforms have brought together university administrators, scientists, community leaders, educators, and teachers to model new patterns of curriculum building in various fields to return excellence to education. Research studies have provided insights and direction for educational programs and reforms.

In Crisis in the Classroom (1970), Charles Silberman labeled the schools as monolithic, mindless, joyless, and obsessed with order. Although best remembered for his promotion of open schooling, Silberman upholds the idea that excellence resides in the scholarly disciplines and that teacher education should be rooted more firmly in the liberal arts.

In recent years, educational reforms have tried to generate enthusiasm, revise curricula, raise standards, restore prestige to teaching, and intensify teachers' preservice and inservice training, but improvements have been swept away by the rising tide of mediocrity. Excellence exists in many forms, and it is unlikely that all of them can be addressed in any one reform. As Gardner (1961) observed:

... There is the mind that finds its most effective expression in teaching, and the mind that is most at home in research. There is the mind that works best in quantitative terms, and the mind that luxuriates in poetic imagery There is a way of measuring excellence that involves comparison between people ... and there is another that involves comparison between myself at my best and myself at my worst.⁴³

Currently, educational systems are taking a serious look at their programs and services to determine whether their approaches and strategies are paving the way for the level of excellence they desire in the attainment of their objectives.

Educational Programs and Services in Omaha

The educational system in Omaha provides for kindergarten based on the philosophy that kindergarten is an important step in the life of a child. State law specifies that children who are 5 years old on or before October 15, may enter kindergarten during the fall. Kindergarten registration is held during the Spring Roundup at all elementary schools. Early registration allows time for parents to work with the school to make sure that their children get off to a good start. During Spring Roundup, parents and children meet the teachers, meet the principal, tour the school, and become acquainted with classmates.

Parents are encouraged to prepare children for kindergarten by teaching them some of the things they need to know to be comfortable and confident at school. The schools provide parents with guidelines to help them prepare their children for kindergarten.

⁴³John Gardner, Excellence, New York: Harper and Row, 1961, p. 152.

Parents are encouraged to remain involved in the kindergarten education of their children. During the school term, parents are welcome to visit their children's classrooms to check on their progress. They are invited for conferences, and they receive reports on the child's progress, either after the first quarter or at the end of the semester.

In kindergarten, children are taught many new things about themselves and the school as they develop habits and skills. Subjects taught in kindergarten include citizenship and personal development, language, reading, handwriting, mathematics, art, science, social studies, and music. Physical activities include exercise, rhythm, games, creative movement, and free play to develop a strong body, good posture, muscular control, and coordination.

The elementary programs in the Omaha school districts are generally characterized by a positive learning atmosphere and an individualized approach to education. Thus, each student receives an education that fits his or her needs, interests, and abilities. Group interaction provides opportunities for students to develop the values, attitudes, skills, and knowledge they need to make them happy, self-confident, responsible, and productive members of society.

The subject areas covered in the kindergarten curriculum are maintained from 1st-6th grades, with increasing expectations for developing improved skills, knowledge, and behavior. The concepts and skills for each subject area, although listed separately, are taught in conjunction with and in relation to one another so that students can recognize the relationships among the various subjects.

In most public schools, foreign language is added to the curriculum in the 4th grade. The objective is to develop positive attitudes toward learning a foreign language, using basic vocabulary and sentence structure, and to understand a foreign culture.

The organization and structure of elementary programs in most private and Catholic schools differ slightly from those of public schools. The programs start with pre-school, then kindergarten, and the programs go through the 8th grade. Most programs include reading, English and language arts, mathematics, social studies, science, and health in the curricula for pre-school to 8th grades. In Catholic schools, religion is allotted about as much time during the week as the major subjects. Music, art, and physical education are integrated with other subjects, especially in the lower grades.

Public secondary education in Omaha and the United States is divided into two levels, the middle level or junior high school and senior high school. Junior high school includes the 7th, 8th, and 9th grades, while senior high school includes the 10th, 11th, and 12th grades. The completion of these grades is required for admission to college in degree or professional programs.

The programs in junior high schools are arranged for students and teachers to spend more time on core subjects in a specific curriculum than in specific subjects. Most secondary schools offer broadly based curricula and comprehensive courses. Students are allowed to enroll in strong academic programs to prepare for college and to prepare to enter the work force after graduation.

The college preparatory programs in high schools include honors and advanced placement courses in English, mathematics (through calculus), social studies, science, foreign language, psychology, and computer science. Students are also provided opportunities to complete a 4-year or 5-year foreign language program, which they begin in junior high school, in French, German, Latin, or Spanish. Two-year programs in biology, chemistry, computer science, and physics are also offered. Students who plan to enter the job market directly after graduation from high school are provided on-the-job experience in cooperative and distributive education, marketing skills, metals fabrication, power technology, manufacturing, electronics, and drafting. Most high schools focus on certain specializations where they strive to excel, for example, computer science, humanities, advanced placement courses, and cooperative and distributive education.

The computer is being used in all academic areas in most high schools. North High School is a computer center for the Omaha Public Schools--computers and their technologies are being used in all of the academic programs. It houses a fully equipped computer learning laboratory which is directed by a computer technology expert. South High School also has a computer center which is equipped with microcomputers and additional microcomputers are available in all departments of the school. The computer languages taught in the high schools include Fortran, Basic, Basic Plus, Basic Extended, and Pascal.

The humanities program includes the study of world mythology and mass communications. Juniors focus on American literature, while seniors concentrate on English literature. This program includes the same grammar and composition requirements as the traditional English curriculum. Mass communication involves students in investigating the importance of the mass media in society. Music programs are also included in school activities; students present instrumental and vocal music concerts at schools and throughout the community.

Many high schools also offer classes in anthropology, photography, technical drawing, creative writing, stagecraft, kinesiology, and debate. The advanced placement courses in foreign language, English, calculus, biology, chemistry, physics, and American history enable students to earn college credit while they are in high school.

Students who enroll and participate in cooperative education programs in business, auto mechanics, auto body, and drafting can earn high school credit for part-time work. Many business students enter the cooperative education program which includes courses in typing, shorthand, bookkeeping, accounting, business law, office practice, and general business.

The distributive education program allows business educators to work with local businesses to provide on-the-job training for students in marketing and office skills. By providing experiences in the classroom and on the job in marketing, management, and retail sales, students prepare themselves for the business world.

Most private high schools in Omaha offer a college preparatory program. Students enter Catholic high schools when they complete the 8th grade. In addition to the basic courses, students must learn one of the following

foreign languages: Spanish, Latin, French, or German. Most schools offer three or four foreign languages while some concentrate on only one or two.

Catholic high schools offer special programs, including fine arts, writing, honors programs, and advanced placement programs in various subjects, mostly with Creighton University.

Computer technology and literacy are major concerns of the Catholic Department of Education. Curriculum guidelines for computer education from kindergarten to the 12th grade outline the concepts and skills needed for introduction, development, and mastery of the use of computers, from basic awareness through interaction to complex computer programming.

In both public and private high schools in Omaha, students may participate in full programs of intramural and interscholastic athletic competition. A variety of sports and athletic programs are offered in the high schools, including baseball, basketball, football, wrestling, swimming, track and field, golf, tennis, and gymnastics. Some schools offer as many as 15-17 sports for men and women. In fact, some All-American and professional athletes got their start in Omaha's schools.

Extracurricular activities in Omaha's high schools include clubs and organizations whose members pursue interests in mathematics, foreign languages, public relations, computers, debate, forensics, chess, speech, newspaper publication, photography, and music. Students manage and assume responsibility for the publication of school newspapers and yearbooks, compete or participate in band festivals, and arrange a variety of musical and dramatic productions. Students are also actively involved in the Junior Reserve Officer Training Corps and student councils.

Although academic achievement takes priority in Omaha's elementary and high schools, a variety of extracurricular and athletic activities and competitions are considered an important part of a total school experience that should prepare students to cope with the challenges of a changing society.

Higher Education. The responsibility for higher education in Omaha is charged to a number of tertiary educational institutions which may be judged by the success of their graduates. By contemporary standards, the University of Nebraska at Omaha is a small institution, and, as such, the university attempts to treat each student as an individual. Students receive ample opportunities for specialized studies related to their interests, talents, and vocational objectives.⁴⁴

The University of Nebraska at Omaha has nine colleges--the College of Arts and Sciences, the College of Education, the College of Business Administration, the College of Engineering and Technology, the College of Continuing Studies, the College of Home Economics, the College of Public Affairs and Community Service, the College of Fine Arts, and the College of Graduate Studies and Research.

⁴⁴University of Nebraska at Omaha. Undergraduate Catalogue, 1983-85.

The University of Nebraska Medical Center includes the Colleges of Medicine, Nursing, and Pharmacy; the Graduate College; the Nebraska Psychiatric Institute; the Eppley Cancer Research Institute; the Meyer Children's Rehabilitation Institute; and the University Hospital and Clinic.

Credit for college courses is determined by the number of hours per week a class is in session. A course scheduled to meet three times per week for a semester merits three semester hours of credit. Some courses, such as science laboratories, physical education, band, and choir are exceptions for assigning credit. Students normally enroll for 12-17 credit hours per semester. To be classified as a full-time student, individuals must enroll for a minimum of 12 credit hours.

Graduate study programs provide opportunities for more advanced education after completion of undergraduate work. Graduate degrees are offered in many fields, including Master of Arts, Master of Arts for Teachers of Mathematics, Master of Science, Master of Business Administration, Master of Public Administration, Master of Social Work, Master of Professional Accounting, and Specialist in Education. Qualified students may also earn graduate credits for the issuance or renewal of certificates for teachers, administrators, and educational psychologists, and for scholarly or professional advancement. Graduate studies offer workshops, institutes, seminars, courses in research and special problems, and supervision of special projects. The College of Graduate Studies and Research promotes the spirit of free investigation and research in various disciplines and unites the various branches of the university in advancing human knowledge and providing intelligent capable leaders for society.

The College of Saint Mary (CSM) admits students who can profit from its educational programs and contribute to its educational and social environment. The CSM consists of four academic divisions which grant four degrees: Bachelor of Arts, Bachelor of Science, Associate of Arts, and Associate of Science. Pre-professional programs are offered in medicine, dentistry, and pharmacy. The Associate of Arts or Associate of Science curricula are offered for accounting, business administration, computer information management, early childhood education, nursing, office management/executive secretarial, respiratory therapy, and therapeutic recreation. Hence, students may enroll in 2- or 4-year programs. CSM does not offer any graduate courses.

Originally, CSM was intended as an all female institution, but men are now admitted into the allied health programs and they may enroll for certification in education or for specific courses.

The Adult and Continuing Education (ACE) Division of the College of Saint Mary is designed especially for individuals who work full time and want to obtain a degree or another level of professional education outside the regular workday. The ACE Division offers classes on-campus, at various corporate sites, and at Offutt Air Force Base in Bellevue, Nebraska.

Creighton University is coeducational, independent, and operated by the Jesuits (in the traditions of their religious order). In addition to the College of Arts and Sciences, the university has a College of Business Administration; University College; Schools of Dentistry, Medicine, Law,

Nursing, Pharmacy, and Allied Health Professions; and a graduate school that offers masters' and doctoral degrees. Creighton also has active continuing education programs and summer sessions. The Lifelong Learning Center specializes in noncredit courses for adults, including the Elderhostel, a summer program for individuals who are over 60 years old. Part-time undergraduate students and individuals who are enrolled in certificate programs are admitted to University College.

Creighton promotes a wide range of student organizations and activities to enhance students' interpersonal relations. Students are encouraged to participate in a variety of academic, social, dramatic, literary, and religious activities.

The graduate degree programs at Creighton University include: Master of Arts, Master of Science, Master of Business Administration, Master of Christian Spirituality, Master of Ministry, Master of Professional Accountancy, and Doctor of Philosophy. Medical degrees are conferred as M.D. or D.D.S. The Ph.D. degree is awarded upon fulfillment of all course requirements and successful defense of the dissertation.

Metropolitan Technical Community College (Metro Tech) is expanding to meet the multifaceted needs of the community while remaining current in the rapidly changing world of technology and allowing creative innovation. The college offers credit and noncredit courses ranging from 6-week sessions through 2-year programs for Associate of Arts degrees, designed to be applied to 4-year college baccalaureate degrees.

Metro Tech has special cooperative transfer programs and agreements with several state and private colleges that allow students who earn an Associate Degree to transfer directly into a baccalaureate program. Metro Tech also conducts Saturday and evening classes for many credit programs (such as practical nursing; computer education; accounting; agriculture; auto body technology and automotive mechanics; air conditioning, refrigeration, and heating; and surgical technology). Nearly 500 classes are available through Metro Tech's community service program, including courses in financial planning, mechanics, photography, sewing, and bread baking.

Special Programs and Services

Public and private educational institutions in Omaha offer special programs and services for individuals from preschool through adulthood. Human, financial, and material resources are provided for the education of the disabled and the gifted.

Educators in the three public school districts and the other educational systems in Omaha recognize that education of the disabled and the gifted require a commitment by the community to provide quality education to all and to meet the legislative mandates of the state and federal governments. They also recognize that special education requires a staff that is trained to work with individuals with a variety of emotional, physical, and mental disabilities.

The Preschool Handicapped Program of the OPS is designed to provide educational services for children with disabilities from the time their

handicap is identified until the child is determined to be functioning within the normal range or enters kindergarten. A multidisciplinary team declares children eligible for the program based on significant impairment of vision, hearing, speech, cognition, motor development, or behavior. Children below the age of 3 years are taught in their homes for a minimum of 2 hours per week. Children who are 3-4 years old are taught on a half-day basis in many classrooms in elementary schools throughout the district. A variety of classroom settings, which may include children without disabilities, are used to meet the needs of children with disabilities. A teacher and a speech/language pathologist are the foundation of the teaching team; they incorporate a cognitive/language-based curriculum. An educational plan is developed for each child in the program by the teacher, educational aides, speech therapists, psychologists, a program nurse, physical therapists, and occupational therapists. These educational plans are designed to meet each child's needs. Parental involvement is encouraged throughout the program because parents are regarded as the primary teachers of their children. Hence, the staff provides a variety of educational programs and meetings for parents.

The Homebound School serves students who are unable to attend regular classes because of physical disabilities. This program was developed in 1936 by OPS to provide individualized instruction to students or to allow them to work with their classmates through the use of a school-to-home telephone. A student's physician must estimate for the Special Education Department how long the student will be unable to attend regular classes and recommend how much time the student should spend on school work daily. Usually, 6 weeks is the minimum amount of time a student may be enrolled in the program. Students may be enrolled for up to several years.

The teacher plans a tutoring schedule with the student's parents for the home, hospital, or convalescent institution when the student's disability does not allow for a school-to-home telephone. In some cases, correspondence courses are used. This special service allows students to continue learning while they are disabled.

Chapter 1 is a federally funded program to improve educational opportunities for educationally disadvantaged children. Extra help in reading and mathematics is provided to children who are eligible to join the program in designated public and private schools. Primarily, the program is designed to provide supplementary educational and cultural services to children in low-income areas. For the past 10 years, efforts have been made to include parents in the children's education. Some activities which include parents are the Make and Take Home Instructional Workshops for parents, the mailing of reading and math activities to students during school vacation periods, the Talk-Box with call-in activities and stories for children, and many other parent training activities. Instructional programs recently initiated by the Chapter 1 program include MERIT, a tutoring program for intermediate students, a computer math program for junior high school students, and a language and learning program for students in kindergarten.

The Dr. J. P. Lord School for the Physically Handicapped is a unique facility in the school system because the building is designed to accommodate students with crutches, braces, wheelchairs, and beds. Hallways are wide, and classrooms are large. Specialized equipment helps students develop their full

potential. Because students have special needs, instruction is ungraded, diagnostic, and prescriptive. Physical and occupational therapy are incorporated into the individual's instructional program. Students range in age from pre-kindergarten to 12th grade and each student is enrolled at his/her academic level.

Each student's educational and therapeutic progress is reviewed annually, and parents are appraised of this information through Individual Educational Plan Conferences. Each student is given every opportunity to achieve his/her highest level of success. The school provides a physical education program which encourages competition, participation in the Special Olympics, and a variety of social functions which introduce students to situations in which nonhandicapped students are present. The goal of the school is to prepare students to participate in regular educational programs. They develop the discipline, responsibility, and positive self-image which will determine their independence and contribution to society throughout life.

The Engineered Classroom provides educational opportunities for children whose behavioral problems are so severe that they might abuse anyone who distracts them. Education involves more than just academics for these students. Learning to cope with factors which contribute to or cause behavioral problems is vital to the students. Children with behavioral disabilities may require placement in an engineered classroom where their learning and behavior are supervised by a specially trained teacher and aide or they may be assisted in a regular classroom by a behavioral specialist.

Teachers use a variety of methods to change students' behaviors, including individualized instruction, intervention techniques, and physically moving students. These changes help students get away from disturbing situations which prevent them from accomplishing tasks expected of them and they enable them to unwind and get back on track. Because understanding is critical to the students' success, teachers in engineered classrooms need specialized training.

The program for the Educable Mentally Handicapped is for individuals who are capable of academic, social, and vocational training, but who require specialized instruction to achieve their optimum development. Based on the degree or extent of their handicap, students are served in either self-contained classrooms or in developmental classrooms in primary, intermediate, junior, or senior high schools. Students undergo a thorough examination, including psychological, academic, and social evaluation before they are placed in the program.

A developmental program for elementary students provides assistance to those who need help in a particular area, such as reading or mathematics. These students may function in the regular classroom for the remainder of the day, thus, they are mainstreamed with other students. Educable mentally handicapped students attend junior and senior high school part-time. During the remainder of the school day, they study electives that are selected by them, their parents, or their teachers in determining their Individual Education Program (IEP). Students are admitted into the program with varying levels of ability, but, generally, they perform significantly below their peers. The goal of the program is to prepare students to return to regular classrooms as soon as they are able to function successfully.

The Developmental Resource Center (DRC) provides readily available programs for the assessment, evaluation, prescription, and support of students. Generally, mildly handicapped students use the center; it provides student services, consultation, and intervention for students in regular classes. Teachers at the DRC must be specialists, leaders, interpreters, conflict mediators, and empathetic educators.

The DRC staff are responsible for students referred from regular classroom teachers. Students are placed in the DRC after they are evaluated by regular classroom teachers, DRC staff, and school administrators. The program is based on the concept that students have learning problems; entry into and dismissal from the center is very flexible and does not retard activities of the students.

Mental Retardation Programs are proving that physical and mental disabilities are not barriers to meaningful educational programs for children and youths. State and federal legislation mandates service for all students, hence, new methods of identification, verification, and placement have been developed to help students become socially and economically independent adults. Services are provided for moderately and severely retarded individuals who range in age from pre-school to 21 years, although attendance is required by law only through age 16.

The instructional program for the Trainable Mentally Retarded is designed to help students acquire the skills that will enable them, through the use of special materials and techniques, to become productive citizens. When appropriate, speech therapy is provided. The program for the trainable mentally retarded is divided into four levels, based on chronological age: 5-7 years, Primary I; 8-10 years, Primary II; 10-13 years, Intermediate; and 14-21 years, Transition. Transportation is provided for students, and they are placed in classrooms as near as possible to their homes.

Socialization, personal independence, and functional academics are the goals of the instructional program. The transition level (junior and senior high school age) curriculum emphasizes related academics, home skills, personal development, and prevocational training. Teachers emphasize habits and attitudes that will increase and improve the students' potential for employment after leaving school at the legal age.

Students who suffer from both orthopedic and mental disabilities are enrolled in Maximal Opportunity Development classrooms. Teaching specialists develop individual curricula to meet each student's developmental needs. In some cases, students needs may be as basic as learning to feed themselves. Services are also provided by teachers aides and professionals who teach self-help skills; classes are limited to a maximum of ten students.

Mental Retardation Classrooms serve severely and profoundly disabled students. A teacher and teacher aides are assigned to each classroom; enrollment is limited to a maximum of ten students. Speech therapy and language development are provided. Special materials and equipment are used to help students develop their strengths and gain independence.

The Visually Impaired Program has a double goal--to help students become independent and self-reliant individuals and to enlist parents to help

students achieve this goal. These goals are based on the fact that blind or partially sighted students suffer from two handicaps--deprivation of sight, and overprotection by parents. Although well-meaning, parents can impede the student's social and academic progress by being overprotective.

The program tries to meet the needs of each student, including training in mobility, braille, development of listening skills, and the use of electronic devices, which make learning easier and quicker for the visually impaired. Closed circuit television enlargers magnify printed pages to any size necessary. The optcon translates the printed work into a tactile form, opening up the world of print to the blind. The laser cane, mowat sensor, and pathsounder are electronic travel aids that the mobility specialist uses to teach travel techniques. Visually impaired students participate in all school and physical education activities, including art, fire drills, and field trips.

A special physical education class has been established for students who are unable to participate in regular physical education activities. Students earn their physical education credits by participating in activities such as bowling, swimming, track, and games. Teacher aides assist teachers in the classroom with daily activities, such as adapting assignments to the students and preparing worksheets and tests. Academic assignments are shorter for visually impaired students because they need more time to complete them. The students are taught how to use some equipment, such as large-print typewriters, magnifiers, braille textbooks, and tapes. A visually impaired student may learn to walk to school and, eventually, to travel unassisted with the proper training and encouragement.

The Work Experience Program provides opportunities for children with disabilities to have a variety of work experiences. All students with disabilities are eligible for help in making the transition from the sheltered environment of the classroom to actual on-the-job training. The keys to the success of the Work Experience Program are counseling, vocational training, and job placement. With parental permission, secondary students spend half a day at school in classes and a half day learning good work attitudes and habits through on-the-job training. The students are given every opportunity to learn a skill, and they are carefully supervised and prepared to become independent, self-reliant citizens. Because of a mutually beneficial relationship between sponsoring businesses and the OPS Special Education Department, about 74 businesses in the Omaha metropolitan area provide job training for students.

Student Personal Services are provided at all levels of the educational system in Omaha. Basic services include counseling, guidance, health, job-placement, psychological, and student-placement services. Additional support services include due process; directory information; family rights to privacy; clothing, shoe, glasses, and hearing aid funds; funding for disadvantaged students; security aides; school safety programs; transportation facilities; tuition assistance; and assistance in the maximum use of federal, state, and private funds. These services encompass a variety of noninstitutional activities that affect students, supplement regular classroom instruction, and assist teachers in understanding and helping students.

The Franklin Learning Center is especially designed for the instruction of 2nd and 3rd grade students. The center focuses on the individual child and the child's mastery of important learning goals. Special attention is given to basic skills and to other skills which these students need to develop. All children at the center use computers. As they develop basic skills in reading, mathematics, and other elementary school subjects, special emphasis is given to communication skills, computer science, and creative writing. Youngsters who are admitted to the center and who live outside the area or more than 1 mile from the school are furnished transportation by the Omaha Public School District.

OPS operates an Adult High School which is recommended for individuals who are 16 years of age and older, out of school, and want to complete their high school education. Residents of the school district who have not graduated from high school and are 16 to 21 years of age do not pay tuition or enrollment fees, except for summer school. The program is designed to meet the needs of those who would like to complete their high school education to increase their job security and their earning power. Adults can continue working and attend classes on a part-time basis. Students can also attend classes from 6:30 p.m. to 9:50 p.m. Each semester lasts 15 weeks; students can earn from one to four credits per semester. The basic minimum requirement for graduation is the successful completion of 36 credits. Adult high school graduates receive the Omaha Public Schools Technical High School diploma.

The Career Center offers special opportunities for high school students with good academic standing who want to get a head start in their careers. The fields of study offered at the center are automotive services, which include auto mechanics and auto body repair; graphic arts and printing; photography; telecommunications technology, which prepares students to become licensed amateur radio operators; television operation, which includes production, announcing, directing, and engineering for commercial and cable television; radio station operation, including announcing techniques and production; and electronic journalism, which includes techniques for writing and preparing information for radio and television broadcast. Enrollment in the center does not disrupt the student's high school studies. On the other hand, the high school counts credits earned at the Career Center as electives.

The King Science Center is a special school for students who are interested in science. Specialists teach students, and teacher aides assist teachers and students in the laboratory. Individual and group projects promote problem-solving and investigative skills as the students get involved in fields such as chemistry, biology, animal physiology, botany, zoology, experimental psychology, and environmental studies.

Attendance at the center is limited, but any 4th, 5th, or 6th grade student is eligible to apply. If more students apply than can be accepted, a random-selection process is used. All students who attend the King Science Center receive instruction in all academic areas. They receive other advantages too, such as more field trips, more time with instructors, and more guest speakers.

The center also has a computer laboratory where the practical application of educational technology is emphasized. OPS provides transportation for students who live more than 1 mile from the center.

The Westside Alternative School is a District 66 solution for students whose needs are not being met at the regular high schools. The goal of the alternative school is to provide for the needs of students who would either drop out or tune out. This school is unique in Omaha because it addresses the needs of students who are not learning in a traditional atmosphere. Currently, about 100 students are enrolled at the school. The student-teacher ratio is 10:1, which allows time for individual teaching and counseling. Students who attend the alternative school have academic, drug, or alcohol problems. Girls who have babies can also attend the school after their babies are born.

This school provides a striking contrast to all other high schools in the area. Instead of reminders to apply for scholarships, job notices from fast-food restaurants and farms are posted. In addition to English and science, courses include reading, math, physical education, and social studies. Students may also receive actual work experience.

The semester is divided into units of 18 school days, allowing students to enter in the middle of the semester and to earn credit for each class.⁴⁵ Some students join the mainstream of formal education after spending time at the alternative school. Others, who stay longer, work under an adjusted curriculum and receive the same high school diploma as students in regular high schools.

Boys Town Schools are private schools; they are not part of any of the public school systems in Omaha. They are regarded as unique because of their commitment to behaviorally handicapped youths. Boys Town helps neglected children and youths, and tries to prevent problems among youths. Boys Town provides services to children who have been abandoned by their parents and, therefore, are homeless and to those who are victims of chronic neglect or abuse. In a sense, youths who are in urgent need of placement, education, and residential care facilities are the clientele of the institution.

Boys Town has four direct-care programs:

- A residential and educational care facility on campus;
- A national diagnostic, treatment, and research institute for children with hearing, speech, and learning disorders;
- An urban high school for troubled youths who are not likely to attend traditional public or private schools; and
- Community group homes which are located throughout the country.

More popularly known as Father Flannagan's Boys Home, Boys Town has a Division of Education which is headed by the Director of Education. An Administrative Assistant for Program Development works closely with the Director of Education to develop and implement programs which are designed specifically for meeting the unique needs of the students.

⁴⁵Jane Juffer Sullivan. "Alternative School Serves Troubled Teens." Omaha World-Herald, May 21, 1985.

Everyone who is admitted to Boys Town is required to enroll in school. Students in the 1st-8th grades attend the Wagner School. Boys Town High School provides instruction for students in the 9th-12th grades. The Vocational Career Center offers vocational training to students. Each of these institutions is committed to educating the youths at Boys Town and to helping them overcome their behavioral disabilities.

An interesting feature at Boys Town is its recent conversion from institutional to family based care. Each child lives in a home with an age-mixed group of 6-10 other youths. Their "parents" are a highly trained husband and wife, who often have one or two children of their own. These couples, called family leaders, guide and look after the youths on a 24-hour basis, ensuring that their physical, spiritual, and emotional needs are met. Each couple is evaluated periodically to ensure that they are providing the youths with the best care possible.

Boys Town has contracts with Stanford University and Catholic University of America to conduct special research on the needs of troubled boys and girls who are 7-19 years of age. This is one of several programs being undertaken by the institution to help others help troubled youths.

Omaha has many other institutions which provide special programs and services, such as the Nebraska School for the Deaf, which is maintained by state and federal funds. Some other institutions are affiliated with religious groups. Programs and services are provided for clientele ranging from infants to the elderly.

Status

"Despite serious concerns facing public education, the business of educating Omaha's young citizens continues. Achievement remains high, absenteeism rates continue at a very low level, and students and teachers reflect the eagerness and optimism which characterize the Omaha Public Schools."⁴⁶ This statement by the OPS Superintendent portrays an image for all public and private schools in Omaha.

School enrollments increased prior to 1971, but they have continued to decrease since then. A study of resident births and enrollments in the OPS revealed a high correlation between resident births in the previous 5 years and kindergarten enrollments.

The far-reaching effects of the low birthrates observed from 1970 through 1976 are now being felt. Declining enrollment has resulted in legislation that produced school mergers or consolidations in Nebraska.

The Board of Education in Omaha is generally concerned with a variety of broad educational issues. These include: (1) providing students with educational experiences which reach beyond fundamental skills, innovative educational programs for gifted students and a continuum of services for

⁴⁶Superintendent Norbert J. Schuerman. School District of Omaha Statistical Report, 1983-1984. Board of Education. Omaha, Nebraska.

students with disabilities, racially balanced schools to continue the implementation of the desegregation plan, and voluntary, interactive learning opportunities, such as the computer-assisted instructional programs; (2) maintaining current student-teacher ratios, approximately 23:1 at all grade levels; (3) providing reasonable salaries and fringe benefits for all staff; (4) maintaining efficient custodial, maintenance, transportation, and food-service programs; (5) providing inservice programs that maximize the professional growth and development of all staff; (6) providing public information and cultural and human awareness programs for students, staff, and parents; and (10) managing financial plans which will not exceed mandated or existing limitations.

A recent study financed by the Ford Foundation revealed that America's Catholic high schools, once burdened by a second class image, now bask in a reputation of academic rigor. The study further revealed that Catholic schools which were once branded as "too small, too 'religious,' and too sheltered from the world," now attract many students and parents because of their "climate." The traditional qualities needed for academic excellence, the emphasis on order and discipline, and the infusion of religious attitudes, activities, and values on school life are precisely what attracts many students and parents.

Official records at the U.S. Department of Education reveal that Nebraska's public schools, as a whole, have a low dropout rate and that students score relatively high on college entrance examinations, compared with the national average.

A number of public high schools in Omaha have been acknowledged in the President's National Secondary Schools Recognition Program. Students from Omaha's public high schools have won a variety of local, state, and national scholarships and awards.

Frequently, faculty and students in universities and colleges are engaged in independent or departmental research activities, in addition to their teaching and public service activities. Research is usually commissioned by federal or state agencies.

Research is a high priority at the University of Nebraska where graduate study is emphasized. State and independent colleges conduct a limited amount of funded research. At UNO, faculty members in all disciplines, especially those offering graduate programs, are expected to participate in research activities. Units within the university which are predominantly engaged in research include, the Center for Applied Urban Research, the Center for Applied Psychological Services, the Remote Sensing Applications Laboratory, and the Surface Science Studies.

All public schools in Omaha are accredited by the Nebraska Department of Education. All public schools in Omaha currently hold AA accreditation, the highest award granted by the State Department of Education. Some junior and senior high schools are accredited by the North Central Association of Colleges and Secondary Schools. The U.S. Department of Education has presented awards to a number of high schools in Omaha for outstanding programs. All Catholic schools are also accredited by the State Department of Education and all teachers hold the appropriate teacher certificates.

The College of Saint Mary's is fully accredited by the North Central Association of Colleges and Secondary Schools as an associate and baccalaureate degree-granting institution. Its nursing program is accredited by the National League for Nursing; the medical record administration program is accredited by the American Medical Association's Committee on Allied Health Education and Accreditation in collaboration with the American Medical Record Association; and its respiratory therapy program is accredited by the American Medical Association. CSM is approved by the State Department of Education in Nebraska and Iowa to offer work leading to teacher certification in elementary and secondary education.⁴⁷

Creighton University is fully accredited by the North Central Association of Colleges and Secondary Schools. The MBA and the undergraduate programs of the College of Business Administration are fully accredited by the American Assembly of Collegiate Schools of Business. The university is also one of 28 schools which received a Type A Accounting Accreditation for a baccalaureate program by the newly created Accounting Accreditation Committee of the American Assembly of Collegiate Schools of Business. The School of Nursing, where the basic program is approved by the state of Nebraska, is accredited by the National League of Nursing. The university's teacher education programs are fully accredited by the National Council of Accreditation of Teacher Education (NCATE) for the preparation of elementary, secondary, and special education teachers at the undergraduate level and for school principals and guidance counselors at the graduate level. The schools of dentistry, law, medicine, pharmacy, and allied health professions are accredited by their respective professional standardizing agencies.

Accreditation of Metropolitan Technical Community College has been granted by the North Central Association of Colleges and Secondary Schools, the accrediting association for institutions of higher education in the region.

The University of Nebraska at Omaha is fully accredited by the North Central Association of Colleges and Secondary Schools and has programs which are accredited or approved by the National Council on Social Work Education, the Engineers Council for Professional Development, the American Home Economics Association (for undergraduate programs), the American Dietetic Association, the American Assembly of Collegiate Schools of Business, the National Association of Schools of Public Affairs and Administration, and the American Chemical Society. Its courses are accepted for teacher certification by the Nebraska Department of Education. Course credits from UNO are accepted by other colleges and universities which are members of the North Central Association of Colleges and Secondary Schools and by other regional accrediting agencies.

Educational Programs and Services in Manila

Presently, the city of Manila is implementing massive improvements in its educational system in response to demands that the educational system meet the needs of a developing country by improving the quality of education. Most pioneering changes and innovations in the educational system in the

⁴⁷College of Saint Mary's Academic Catalog, 1984-85.

Philippines are implemented in the schools in Manila. In addition to meeting the educational needs of youths, educational efforts in Manila are also geared toward improving the quality and strategies of instruction and the content of curricula to adjust to social changes.

In Manila and throughout the Philippines, kindergarten is an adjunct to elementary education. Preschool education is also part of most private elementary schools in the city. For many years, nursery, preparatory, and kindergarten schools have operated throughout the city under the sponsorship of religious and civic organizations and, in some cases, of private individuals or groups. Many of these schools have emerged without government authorization.

Objectives and programs for elementary and secondary schools, including prescribed courses and time allotments for each grade, are established by the appropriate bureaus of the Ministry of Education, Culture, and Sports. Character education; language arts, including English and Pilipino, the native language; science; elementary mathematics; social studies; music and art; health; physical education; and work education are taught in the 1st-6th grades.

In Manila, minimum standards for each grade are set for each course by the Bureau of Elementary Education and by curriculum experts in the Division of City Schools, Manila. Specific knowledge, skills, abilities, and attitudes to be developed in each subject for every grade level are established as targets and goals for teachers and school administrators.

In the past, character education was integrated with social studies or other basic subjects, but now it is taught as a separate subject in all grades. Language arts includes language, spelling, reading, phonics, speaking, listening, and writing skills in Pilipino (the native language) and English. Because of the variety of dialects used throughout the country, the vernacular is used as the medium of instruction in the early grades at primary public schools while English and Pilipino are taught as separate subjects. In the upper grades of elementary education, English is used as the medium of instruction and language arts, which include Pilipino and English, are taught separately.

In the first three grades of elementary education, health and science are taught as one subject, while in the higher grades science is taught as a separate subject and health is combined with physical education. Elementary mathematics, which is taught in all grades, provides children with a better understanding of the science of numbers and mathematical concepts needed in the higher grades.

Social studies include local and world geography, history, civics, community problems, Filipino customs and traditions, and other topics that may be needed to meet the objectives of "developing an enlightened, patriotic, useful, and upright citizenry in a democratic society."

Work education and home economics, as offered in the elementary schools, include homemaking and family living, agriculture, industrial arts, retail trade, and other activities designed to develop knowledge, attitudes, proper work habits and skills, and the wise use of resources.

Music and art are taught as separate subjects--music is taught 3 days and art 2 days per week in all grades of public and private elementary schools. Art, in grades I and II, includes crafts because work education begins in grade III.

The physical education program encompasses physical fitness activities in the early formative years of the Filipino children. The emphasis in the primary grades is on the acquisition of good posture and developing and maintaining health, strength, and grace. In the higher elementary grades, students have increased opportunities to participate actively in games and group athletics and contests, including activities such as club work, hiking, and Boy and Girl Scouting.

Secondary education programs in all public and private high schools are based on guidelines prepared by the Bureau of Secondary Education under the Ministry of Education, Culture, and Sports. Generally, high school students are expected to complete the required courses in four 10-month school years. Students completing a secondary curriculum at night will require a minimum of 5 years to meet the prescribed requirements for a high school diploma. Graduates of both day and night high schools may be eligible for admission to a 4-year college, professional, or degree program if they successfully pass the National College Entrance Examination (NCEE), which is given by the MECS.

The high school curriculum is a continuum of most basic subjects in the elementary curriculum. The high school curriculum requires more in-depth knowledge and more complex skills in the following subjects: communication arts in English, communication arts in Pilipino, mathematics, science, social studies, practical arts/vocational courses, and physical education. No credit is given for a 60-minute per week homeroom period. This time with a homeroom teacher/advisor is included in the schedule for years I-IV in high school.

In the second year of high school, students are required to take an elective subject in addition to the required subjects. In the third and fourth year of high school, students are required to take at least two electives of 180-300 minutes each.

Generally, in nonlaboratory subjects, a student earns 1 unit for a subject allotted 180 minutes (3 hours per week). Laboratory subjects, practical arts, and vocational courses require double periods or 300-600 minutes for 2 units of credit.

A school year for elementary and high school students in the Philippines covers 10 months. The practice is to allow each private or public school to prepare a school calendar; holidays or semester breaks are established by each school. The school calendar, which has to be approved by the MECS, is expected to have a minimum of 40 weeks or a total of 180 school days.

Higher Education. Colleges and universities in Manila offer a variety of post-secondary courses which range from short-term nondegree programs to 4-year professional or degree programs. Graduates of professional or degree programs receive a bachelor's degree in various fields, such as arts, sciences, business administration, education, engineering, law, mathematics, medicine, nursing, or philosophy. The Bureau of Higher Education of MECS sets rules and standards for the various degree programs which institutions of

higher education offer. These rules and standards for bachelor's, master's, and doctoral programs include guidelines for minimum unit requirements for general education, majors and minors, and professional courses. Normally, each unit is based on 1-hour of classroom instruction per week for a semester. Generally, approximately 57 classroom hours are required to earn 3 units.

Frequently, state and private colleges and universities veer away from their traditional functions which are primarily to meet students' needs for career preparation and professional specialization. Progressive institutions of higher learning institute curricular reforms and strategies to accommodate the emerging demands of Philippine society. For example, Project ASCEND (Accelerating Service in Community Education for National Development), a project of the Philippine Womens University, the first university for women in Asia founded by Asians, serves as a mechanism for developing changes in both academic and administrative operations. It also affords the university an opportunity to engage actively in programs for national development. The ASCEND program resulted from a 1-year institutional assessment. Students, faculty, parents, alumni, university officials, and trustees participate in the program.

ASCEND offers educational innovation in the form of a Two-Three Year Plan, which integrates courses required for a bachelor's and a master's degree. A bachelor's degree is awarded after 4 years and a Master's degree is awarded after 5 years. ASCEND is unique because it allows students to obtain courses they need to major in a particular field and to prepare for professional specialization and to attain two degrees in 5 years. Professional courses offered at the undergraduate level are integrated with those required for graduate specialization for economic and practical reasons, without sacrificing quality. Undergraduate and graduate courses are streamlined and courses required at both levels are standardized.

Many other colleges and universities offer a variety of programs which are geared toward providing educational opportunities and helping students pursue their educational goals. Among these programs are short courses ranging from 6-months to 2-3 years at the post-secondary level, tuition discount schedules, collegiate scholarships, and exemptions from payment of certain fees.

Special Programs and Services

Currently, schools in Manila do not offer as many special programs and services as schools in Omaha, primarily because of budget constraints. However, efforts are being made to maintain and extend special programs and services for students who could not normally join the mainstream of formal education.

As early as 1956, and each year thereafter, the Division of City Schools, (DCS), Manila has trained teachers to educate students with disabilities. Special classes were organized for the deaf, hard of hearing, speech impaired, and mentally retarded children in six elementary schools throughout the division. Over the years, the number of children who attend these classes has increased gradually.

In school year 1962-63, special programs and services were extended to gifted children. An accelerated program was developed and gifted students worked at an accelerated pace without skipping grades. The program enabled these gifted students to finish the curriculum requirements for grades IV-VI in 2 years.

In 1964, education for the visually impaired was started in some elementary and high schools in the city. Shortly thereafter, the division launched its formal speech therapy program, and at about the same time, a class was started for children who were hospitalized at the Philippine General Hospital.

The guidance counseling and special education services of the DCS, in close coordination with the Juvenile and Domestic Relations Court, established the Tahanan Special School in 1973. This school, which serves socially maladjusted and behaviorally handicapped children and youths, was started by the Manila Youth Reception Center and the Juvenile and Domestic Relations Court during 1969-70. A reorganization of special programs, which included 74 classes taught at 31 schools, consolidated services at 7 centers. Because these centers offer hope to students, including the gifted or academically talented, the mentally retarded, the hearing impaired, the visually impaired, and the speech impaired, each center is named Silakis. The centers are located in selected schools where the principal or assistant principal is technically trained in special education.

The Silakis Ng Kaunlaran at Padre Gomez Elementary School caters to the needs of gifted children and conducts 19 special education classes--8 for the mentally retarded, 5 for the hearing impaired, 2 for the speech impaired, 2 for the visually impaired, and 2 for slow learners. All these classes are taught by trained special education teachers in a separate special education building on the school campus. Mainstreaming, or integration of these children into regular classes with normal children, is attempted after a specific period, depending on the progress and ability of each child. The children at the center participate in all school functions and activities. Exceptional children are provided with enrichment activities to maximize and enhance their potential. The Silakis ng Kaunlaran at P. Gomez Elementary School is the first center in the area to hold a scouting investiture for handicapped children.

The Silakis Ng Pag-ibig located at P. Burgos Elementary School serves exceptional children in the fifth district of Manila. Individualized instruction is emphasized; special attention is given to the childrens' self-care, personal hygiene, vocational, and academic needs.

Silakis Ng Diva at M. Hizon Elementary School has programs which allow flexibility to meet the needs of exceptional children in Manila's District I. The center pioneers the peer-tutoring process of teaching English, mathematics, and spelling. Gifted students in the accelerated classes are trained as tutors for the slow learners in regular classes. The center provides a sheltered workshop where children and youth with disabilities are trained in marketable vocational skills, thereby preparing them to become independent and functioning members of the community.

Silakis Ng Ligaya at J. Lukban Elementary School undertakes special education programs in the district for hearing impaired and gifted children. The speech impaired and visually impaired children who are not separated from regular classes in the school are taught by resource room teachers. The school also offers a work program.

The Silakis Ng Tagnmpay is housed at Santa Ana Elementary School. The center offers special classes for children hospitalized at the Philippine General Hospital. The center also provides classes for the mentally retarded, the hearing impaired, the visually impaired, and the speech impaired. It also offers accelerated classes for gifted children and a sheltered workshop for children with disabilities. The sheltered workshop teaches vocational and basic trade skills to develop marketable skills for students. Mainstreaming of children in regular classes is accomplished gradually; total integration is recommended when the children are able to cope with the learning expectations in the regular classroom.

Silakis Ng Pag-Asa at Barrio Obrero Elementary School serves gifted, mentally retarded, hearing impaired, visually impaired, and speech impaired children in the Tondo Area. The Parent Council for Exceptional Children and other agencies support the various activities that are conducted to meet the needs of the children. A parent education program involves parents in the education of these children. The center also operates a work center.

The Silakis Ng Katarungan, also known as the Tahanan Special School, was established to manage a special education program for youths of the Juvenile Domestic Relations Court of Manila. It is one of seven centers under the Division of City Schools which serves children with behavioral problems; youth offenders; school dropouts; and residents of institutions for homeless waifs, such as the Senden Homes and the Silungan Centers.

In the traditional sense, the center is not a school. It was established to retrain children to re-enter a normal environment. Hence, the center strives to rehabilitate socially maladjusted school-age children and youths and to return them to a regular public school. The center also provides training in marketable skills to enable the children to earn a living. A nongraded scheme for teaching reading, writing, and arithmetic was developed to attain the first objective, and an integrated vocational training program was developed to achieve the second objective.

Boys Town is located in a suburban area of Metropolitan Manila, but its educational facilities and social services are operated by Manila's city government. The nature and characteristics of the children served are very similar to those of Boys Town in Omaha. Although originally established for boys, girls are now part of the population. The girls are housed in a dormitory managed by the religious order of the Daughters of Charity. The compound also includes a home for the elderly and a home-care center for preschool-age and young children abandoned by their parents. Boys Town School, now named the Valerians Fugoso Memorial School, is authorized to operate elementary and high school classes by the Division of City Schools, Manila. The schools offer the same curricula as all other elementary and high schools in the division.

Another unique program being undertaken in the DCS, Manila is the Nutrition Feeding Program, a subsidized program for indigent and undernourished children in the elementary grades and the first year of high school. Nutritious food is distributed to children who are identified as undernourished. The Nutri-meat Program is a part of the subsidized Hot Lunch Program and the Nonformal Education Services.

Remedial classes are provided for underachievers and slow achievers by Manila's public and private schools. Children who need additional help and reinforcement are enrolled in remedial classes, scheduled outside their regular class hours, with a teacher who specializes in reading, mathematics, or another subject.

Nonformal education (NFE) serves adults, out-of-school youths, and illiterates. It is an organized, school-based educational undertaking managed by the Division of City Schools. The goals of nonformal education are to eradicate illiteracy, to raise the level of functional literacy, and to develop the technical-vocational skills of the unemployed and underemployed to enable them to become productive and effective citizens. The NFE Program operates independently of the formal education system, but it does use the facilities and the human and material resources of the formal education system.

A number of religious, socio-civic, and cultural organizations and private institutions in Manila have tried to organize special programs and services to educate children, youths, and adults. Apparently, these programs are not as widespread as those organized by Manila's Division of City Schools. The schools are located strategically throughout the city, and they receive administrative and logistical support from the city government.

Status

The DCS enjoys a good reputation, but it is the result of hard work. The public schools have difficulty accommodating all students, but this problem is being solved partially through the division. Not all elementary school classes can be accommodated in school-owned buildings, so DCS is expanding schools and opening additional classes in government-owned or rented buildings. Apparently, private elementary schools do not encounter these problems to the same extent as public schools.

The reduction in the student dropout rate in elementary schools may be attributed to improved and closer liaison with parents and the community; improved programs, strategies, and techniques; and better access to elementary education. In the past, poverty was considered the primary cause of school dropouts. The constitution mandates elementary education and the state is expected to provide free elementary education, but the dropout rate is still high in many schools. In many instances, children are forced to leave school because they have to work or baby-sit their brothers and sisters while their parents work.

A continuing concern of the school system is inservice education for teachers, supervisors, and school administrators. Evaluation and assessment of instructional results and student performance are also major concerns of DCS. Programs are assessed and strengths and weaknesses are identified to redirect programs and to intensify educational efforts.

Evening classes in the intermediate grades are offered in some of the city's depressed areas to improve access to education. Children and out-of-school youths who cannot attend classes during the day are served by these classes.

All elementary schools conduct special classes for underachievers to help these children improve their school work. A special curriculum has been developed to help underachievers reach their maximum learning potential.

Three schools in Manila are operating as integrated schools, elementary and high schools are located on the same campus and operated by the same administration--Calderon Integrated School, T. Paez Integrated School, and Valerians Fugoso Memorial School. These pilot schools are being operated to enhance the relationship between elementary and secondary education and to improve education in depressed areas and among special groups.

The DCS has started implementing the New Elementary School Curriculum (NESC) prescribed by MECS. The first elementary students educated using these standards will graduate in 1989.

Secondary educators, like the elementary educators, constantly look for new methods to improve educational services in Manila. Manila's secondary schools are continually adapting viable programs and strategies that support their instructional programs and enhance the delivery of educational services. Every high school has a Developmental Reading Program to enhance students reading skills.

Students who have special talents and interests in science enroll at the Manila Science High School, the first public high school in the country established for talented science students. Special science classes, designed to enhance interest in science, are conducted at five high schools. Instruction in natural science is coordinated with elementary science departments and incorporates multilevel learning materials and activities.

The DCS fully supports student participation in sporting events, both regionally and nationally. However, DCS is more concerned with the health and physical fitness of every student than with specialized athletic programs.

Research committees are maintained in all elementary and high schools. The committees have stimulated teachers to become producers and consumers of research.

Students and schools in the DCS have been awarded prizes for activities such as school newspapers and academic and athletic contests. The performance of students in division and regional examinations and in the NCEE attest to the effectiveness of the city's instructional efforts in public schools.

The tertiary educational system in Manila and the Philippines is the main source of professional, skilled, and semiskilled workers for business, agriculture, industry, and education. Because of the increasing number of qualified students and more aggressive recruitment programs at institutions of higher education, enrollment in these institutions is expanding.

Tertiary educational institutions in Manila are no longer regarded as ivory-towered schools devoted only to educating the elite. The higher education system now encompasses all institutions of higher learning and strives to interact with agencies and organizations within and outside the system.

The Bureau of Higher Education, professional organizations concerned with tertiary education, and a variety of private and government agencies are revising curricula in major programs to improve the quality of higher education. The policies and standards established by these revisions are now being implemented.

The improvement of instruction, which is supported by upgrading teaching competencies, physical facilities, libraries, and curricula; the intensification of research; and the improvement of outreach services are constant concerns of tertiary educational institutions in Manila.

ISSUES AND PROBLEMS

While national concerns about quality, relevance, and responsiveness of education grab the front pages of newspapers, it is apparent that schools have not been remiss in their efforts to provide communities with the best that they can offer. Sadly, however, certain inevitable forces and constraints come along the trail so that administrators, teachers, and school personnel find it almost impossible to meet certain goals, despite their efforts.

Educational institutions in the United States and Omaha, in particular, have not been spared these problems and constraints. The same is also true in developing countries such as the Philippines. A few of the major issues and problems presently plaguing the educational systems in Omaha and Manila are identified and discussed in this section.

Omaha. The low birthrate in recent years and the reduction in the size of families are contributing to the aging of Omaha and America. While this pattern may not be evident everywhere, enrollments are declining in certain areas and school closings are anticipated. This has caused educators, local officials, and state legislators to identify new uses for empty schoolhouses and classrooms.

The approval of Legislative Bill 662 requires that by fall 1989, Class I districts that serve students through 8th grade shall affiliate or merge with districts that have high schools. The affiliation or merger of smaller school districts raises issues of particular interest in District 66. At this time, parents, teachers, and community members are working together to identify ways to save their schools or repeal the law. Generally, they oppose the consolidation because of the distance that students have to travel to and from school, and because of the lack of adequate transportation facilities in some areas.

Revenue from state sources is also expected to decrease in 1986. While property tax rates may not change, revenue from property taxes is expected to increase because of higher valuations of property to make up for the cut in state aid.

The U.S. Senate, in an attempt to reduce the federal budget deficit, has approved legislation to reduce general assistance subsidies for school lunches from \$0.14 to \$0.05. State aid for school lunches was also reduced because of limited state revenue. Hence, the price of a school lunch is expected to increase by a minimum of \$0.05, except for low-income students. Presently, secondary school students pay \$1.15 for lunch and elementary school students pay \$0.85.

Tertiary educational institutions in Nebraska, particularly the University of Nebraska at Omaha, the University of Nebraska-Lincoln, and the University of Nebraska Medical Center, are facing serious budget cuts. UNO's athletic department has eliminated some sports and terminated some athletic coaches. The proposed budget cut of \$366,500 is 50 percent of the usual state aid to UNO's athletic department. This represents a 27-percent reduction in the department's budget. A reduction of this magnitude would make it difficult for the athletic department to operate without reducing services and staff.

The University of Nebraska Medical Center is proposing to close the Department of Preventive and Stress Medicine, the School of Pharmacy, and the School of Nursing. These proposals are in response to anticipated budget cuts from state aid, tuition shortfalls, projected utility deficits, and transfers of funds to other departments.

In 1984, the federal Equal-Access Law described how school districts must handle requests for the use of buildings for noneducational purposes. This raised the question of whether student-initiated meetings and activities that were related directly to classroom activities could be allowed to use classrooms and school buildings. Prior to the Equal-Access Law, schools in Omaha adopted limited-use or closed policies on the use of school buildings. The law says that school districts may not ban the use of buildings for religious, political, philosophical, or other speech-content activities. Administrators fear that if a limited use or closed policy is not implemented, events that are not sponsored or supervised by the schools will be conducted freely in the classrooms and buildings or on the premises and the schools may become battlegrounds.

The issue of sex education has been raised at some school board meetings; meanwhile alternatives for expanding sex education are being examined. Although it may be a possible deterrent to unwanted pregnancies among students, sex education is a sensitive issue among church and community members. There are also apprehensions about infringing on the family and religious beliefs. However, many students do not discuss sex with their parents because they think it is taboo and some parents get suspicious when their children ask about sex. The term sex education is shunned by many and the issue of birth control is sensitive, so many schools offer seniors an elective course, with the consent of their parents, in human growth and development.

In a move away from what many critics refer to as cut-and-paste courses, colleges that train teachers are upgrading their admission requirements and making courses more rigorous to conform with a new regulation approved by the National Council for the Accreditation of Teacher Education (NCATE). Colleges offering teacher education will be responsible for the teachers they graduate, and, if they are not succeeding in the classroom, colleges will be required to take remedial action. Hence, colleges training teachers must follow their graduates for 1 year and correct any deficiencies that may appear. Studies published during the last decade reveal that students who choose education as a career often fall behind the average college student academically.

Manila. In Manila it is not unusual to see schools burdened with overcrowded classrooms. Because of budget constraints, most classes accommodate 40-55 students. Many schools cannot afford to limit classes to the ideal 20-25 students per class.

Classroom shortages pose a severe problem in overcrowded areas. Manila's fast growing school-age population and the increasing number of students who desire an education, including the tertiary level, also contribute to overcrowding in schools. Researchers are examining ways to deliver education to the masses at the least possible cost.

One attempt at solving the problems of overcrowding and shortages of classrooms in Manila, is the In-School-Off-School Approach (IS-OSA). Using this approach two classes in the same grade use a classroom and a teacher on alternate weeks. One class is in-school with the teacher for a week, while the other class is off-school. The following week, the other class attends school, while the first class is off-school. During the off-school week, the children study at home with self-learning kits. They are also placed in part-time jobs at bakeries and stores, or they pickup and deliver goods to augment the family income.

The IS-OSA approach is acceptable in some areas, and the academic achievement of students is comparable with the performance of children who go to school everyday. In some parts of Manila, there are no jobs for children because the only jobs available are in hospitals, clinics, and business offices where children are not allowed to work. Another constraint is that teachers are overloaded because they have twice as many students. In some cases, this approach is unacceptable to parents. The IS-OSA program is used only where it is feasible and acceptable.

Class schedules in elementary schools, particularly in the public schools, are arranged so that classrooms are utilized by two or three groups each day. The first group starts in the morning and is dismissed shortly before noon, the next class meets in the afternoon, and, later, night classes use the classrooms and facilities.

Overcrowding and transportation problems at institutions of higher education are being solved gradually with the establishment of branch campuses of large colleges and universities in Manila's suburbs. These campuses serve students who otherwise would live in or commute to the city to attend school. Multicampus schools mean more costly administrative overhead and duplication of expensive facilities, such as libraries, laboratories, and gymnasiums.

Teachers' demands for higher wages and increased living allowances have triggered strikes by public school teachers throughout the country. Studies have revealed that the average public school teacher is paid a salary that is below the nation's poverty level. While teachers have been assured of salary increases through the Salary Adjustment Fund, which is part of the government's budget, the amount of the increase has not yet been determined acceptable by teachers.

Teacher attrition in Manila, as revealed in research studies conducted during recent years, has funneled many qualified and competent teachers from the system to other, better paying jobs within the city or outside the country. A variety of reasons have been advanced by former teachers and other education professionals, including low salary, too much paperwork, and too many additional responsibilities. Among private schools, lack of tenure and security are the major reasons why schools fail to attract and retain good teachers. The phasing out and threatened closure of several private schools, due to bankruptcy, should signal public and private educational institutions to brace themselves for increased enrollments. Private schools serve 85 percent of the students enrolled in colleges, 45 percent of the students enrolled in high schools, and 15 percent of the students enrolled in elementary schools. The government could not possibly provide educational

services, particularly at the tertiary level, for all of these students. While the situation has not reached an alarming level yet, the possibility exists that the government may become responsible for filling the vacuum created by the closure of public schools.

Recent studies show that most teachers are individuals who are not admitted to professional programs. Many individuals are concerned about this situation, including the Chairman of the Committee on Education of the Batasang Pambansa (National Assembly). Parents who want the best qualified, the most competent, and the most intelligent teachers for their children are also concerned about this situation.

The Philippines suffers from an oversupply of unemployed college graduates. This situation occurs because of the unavailability of jobs and the inability of college graduates to fill the labor needs of the nation's economy. The country has a shortage of farmers, miners, factory workers, and craftspeople, but an abundance of professionals. This mismatch concerns educators because of the link between education and the business and industrial sectors. This situation calls for an assessment of the relevance of education in colleges and universities to the labor needs of businesses and industries.

Federal and state policies, regulations, and funding influence education and educational institutions in the United States and the Philippines. Demographic factors, such as population, culture, structure, organization, and the availability of space and resources also affect education in both countries.

Reflections

Allowing education to become static and stagnant is tantamount to betraying the faith and trust which is placed in it. Changes in social, political, and economic conditions, and the needs of the community dictate the requirements for an educational system that is expected to evolve continually to deliver the greatest benefit to the greatest number of individuals.

The educational systems in Manila and Omaha enjoy the faith and trust of their constituents. These educational systems possess similarities and differences which may be related to a number of factors, including history, politics, philosophy, culture, and demography. The philosophy, policies, goals, and objectives of the educational systems are also similar.

In Omaha, the educational system reflects the goals of a strong and developed country, that is, the goals of education are to generate intellectual curiosity and a passion for knowledge that magnifies the self, to establish personal identity, and to encourage individuality. On the other hand, the goals of education in the Philippines are to enhance the individual's membership in society and to accelerate economic development and social progress to attain national goals. These differences are understandable because Omaha enjoys economic, political, and cultural security in a developed nation, while Manila is struggling to reach the same degree of development.

Educational systems in the two cities differ in their structure and governance. Apparently, public schools in Omaha enjoy more autonomy in managing their schools. School boards are involved in the business of school operations, including approving school personnel and managing the budget. Public schools in the Philippines are dependent upon staffing and financial allocations from the local and national governments. School officials learn to manage the resources that are appropriated for them.

The 91 public elementary schools in Omaha are distributed among three school districts--OPS, 65; Millard, 16; and District 66, 10. The 29 junior and senior high schools are also distributed among three school districts--OPS, 21; Millard, 4; and District 66, 4. Each school district is headed by a superintendent and has a school board. Manila's 119 elementary schools consist of 80 public and 39 private schools, and the 60 high schools are split evenly--30 public and 30 private. All schools are under the jurisdiction of one superintendent. Superintendents in Omaha and Manila have assistants. The Superintendent of the City Schools Division in Manila supervises 13,928 teachers and support staff, 8,096 in public elementary schools and 5,832 in public high schools. The three superintendents in Omaha supervise approximately 7,100 teachers and support personnel in public schools.

Considering Manila's burgeoning school-age population, the growing number of classes in each grade, and the relatively large class sizes, now may be an appropriate time to examine the traditional structure of Manila's Division of City Schools. Manila's teachers, who have acquired civil service eligibility through appropriate testing or who have successfully passed professional board examinations for teachers, are assured of teaching eligibility for life unless they do not teach for a specified period. They may be granted tenure by the school system, which provides them with additional job security. Teachers enjoy these privileges unless they are removed for cause or voluntarily leave the service. These privileges are not enjoyed by teachers in Omaha or the United States. Very rarely are teacher certifications issued for life; most U.S. teachers have to renew their certification at specified intervals.

Manila's educational system is a component of a larger system which, at one time, was under the influence of Spain. Because of the proximity of the United States to Mexico, Spanish is the most frequently taught foreign language in Omaha's public and private schools. Spanish is offered to all students in the 4th grade and as a 4-year or 5-year foreign language program in junior/high schools. In Manila and throughout the Philippines, Spanish is taught in the elementary schools, especially in private Catholic schools. Twelve units of Spanish are required in the curriculum of higher education. Students, however, want the Spanish Law, which requires at least 12 units of Spanish for graduation from college, abolished. Apparently, one society wants to preserve the language for cultural enrichment, while the other considers learning the language to be an additional academic burden.

Curricula for elementary, junior high, and high schools do not differ much between the educational systems of the two cities. In Omaha, parental involvement is encouraged by school officials, especially in kindergarten--parents are provided with guidelines to prepare their children for school. Community participation in school activities is also encouraged in Omaha, particularly in discussions of issues related to school operations. This situation does not hold true in Manila.

Both educational systems provide special programs for gifted and handicapped students. Schools and a number of other institutions outside the educational system are concerned about serving children with physical and behavioral problems. Apparently, these children are not neglected or abandoned by social institutions. In Manila, the responsibility for these children is shouldered largely by the educational system. If more social, civic, and religious organizations in Manila would become concerned about these children, more children with disabilities could be served.

The educational systems in both cities are changing constantly in response to challenges to reform, grow, progress, and develop. In addition, social changes, rapid advances in science and technology, and increasing mediocrity among teachers characterize many American and Philippine schools.

A Nation at Risk, a survey report which severely criticized education in the United States, has motivated state government officials to consider major reforms. The report suggests that the quality of education in America has declined since the sixties. The Philippine educational system has been criticized similarly. However, the growing awareness by many officials of the close relationship between the educational system and the economy of the country has forced them to take a hard look at educational programs in the Philippines.

It will be many years before these programs are implemented and their results measured, thus, it may be too early to gauge the success of educational reforms. Some educators believe that there is a new cry for educational improvements, such as equality, basic values, and quality at the end of each decade.

The educational systems of both cities have reached a critical point along the trail in efforts to improve their schools. Their governments have placed education high on the political agenda and the movement to promote educational excellence is gathering momentum. If the educational systems of the two cities can learn lessons from each other about useful strategies for leadership and instruction; methods for obtaining public and political support; and resources, training, and accountability, then the momentum for improvements may be sustained.

Although past efforts have not always lived up to expectations and innovations and reforms have not always been successful, educators are still optimistic about the future of education. The struggle is on, the trail is rough, and the stakes are high. Manila and Omaha face the crucial task of providing a quality education to students and a widespread and lasting commitment to school managers, superintendents, administrators, supervisors, and teachers. These efforts should be strengthened and supported by unflinching community involvement, which is undoubtedly the enduring key to educational excellence.